

## Chapter 5

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### Secure Detention and Detention Alternatives (Including Shelter Care)



#### **DELIVERABLE 1 (part 1 of 4)**

Validation of the DJS Strategic Plan through the analysis of demographic longitudinal data and a survey of national best practices.

#### **JUVENILE RESIDENTIAL PLACEMENT TRENDS IN MARYLAND AND THE UNITED STATES**

Before attempting to evaluate trends for Maryland's residential and nonresidential placements over the past few fiscal years, it may be helpful to view Maryland's trends from a national perspective. While comparable and accurate information on national nonresidential trends is not readily available, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) prepares a biannual analysis of residential placement trends. Every 2 years the U.S. Census Bureau sends a multipage questionnaire to the various facilities that offer residential placements for

juveniles. State, local, and private providers receive this survey.

Results from OJJDP's analysis of the **Census of Juveniles in Residential Placement (CJRP)** are available on the OJJDP Web site (<http://www.ojjdp.ncjs.org/ojstatbb/cjrp/>) in a databook that contains results for 1997, 1999, and 2001 (the most recent CJRP results available). The databook contains data on juvenile counts and placement rates (per 100,000 juveniles ages 10 through the upper age of original court jurisdiction in each State). When comparing placement data for different States, it is preferable to use rates rather than counts because rates allow for a more equal comparison that is not influenced by population differences.

Residential placement rates for the United States and each State (including the District of Columbia) in 2001 are presented in **table 5.1**. The CJRP survey defined juveniles in residential placements using these terms:

- Committed juveniles are those placed in a facility as part of a court-ordered disposition (postdispositional).
- Detained juveniles are those held in a residential placement awaiting a court hearing, adjudication, disposition, or placement elsewhere.
- Diverted juveniles are those who were voluntarily admitted to a program in lieu of adjudication as part of a diversion agreement.

**Table 5.1. Residential Placement Status by State, 2001**

Location of Placement	Residential Placement Status by State, 2001 (Rate per 100,000 Juveniles)			
	Total	Committed	Detained	Diversion
<b>United States</b>	<b>336</b>	<b>246</b>	<b>88</b>	<b>2</b>
Alabama	317	236	79	2
Alaska	386	262	123	3
Arizona	300	180	119	1
Arkansas	209	160	46	2
California	436	292	143	1
Colorado	346	222	122	1
Connecticut	210	161	49	0
Delaware	350	86	265	0
District of Columbia	368	239	129	6
Florida	388	286	100	1
Georgia	338	212	126	0
Hawaii	78	61	14	2
Idaho	309	221	88	0
Illinois	279	212	65	2
Indiana	450	326	121	3
Iowa	330	265	53	12
Kansas	344	247	97	0
Kentucky	227	172	50	6
Louisiana	507	384	119	5
Maine	158	128	29	0
<b>Maryland</b>	<b>191</b>	<b>129</b>	<b>61</b>	<b>1</b>
Massachusetts	223	136	83	5
Michigan	333	261	72	1
Minnesota	326	260	56	9
Mississippi	199	156	38	4
Missouri	243	176	65	1
Montana	243	184	47	11
Nebraska	348	241	106	1
Nevada	380	233	139	9
New Hampshire	155	135	21	0
New Jersey	220	109	108	3
New Mexico	356	290	65	1
New York	287	244	43	1
North Carolina	192	150	41	0
North Dakota	243	203	41	0
Ohio	344	242	99	2
Oklahoma	215	156	58	1
Oregon	382	323	58	2
Pennsylvania	297	240	56	0
Rhode Island	276	231	45	0
South Carolina	350	246	104	1
South Dakota	523	421	92	13
Tennessee	261	223	37	1
Texas	364	290	71	2
Utah	328	241	87	0
Vermont	87	46	34	4
Virginia	352	201	150	0
Washington	293	227	66	0
West Virginia	254	198	58	6
Wisconsin	343	281	61	1
Wyoming	531	433	68	24

The U.S. detained residential placement rate was 88; the detained residential placement rate for Maryland was 61. (Maryland ranked 21st; 20 States had lower detained residential placement rates).

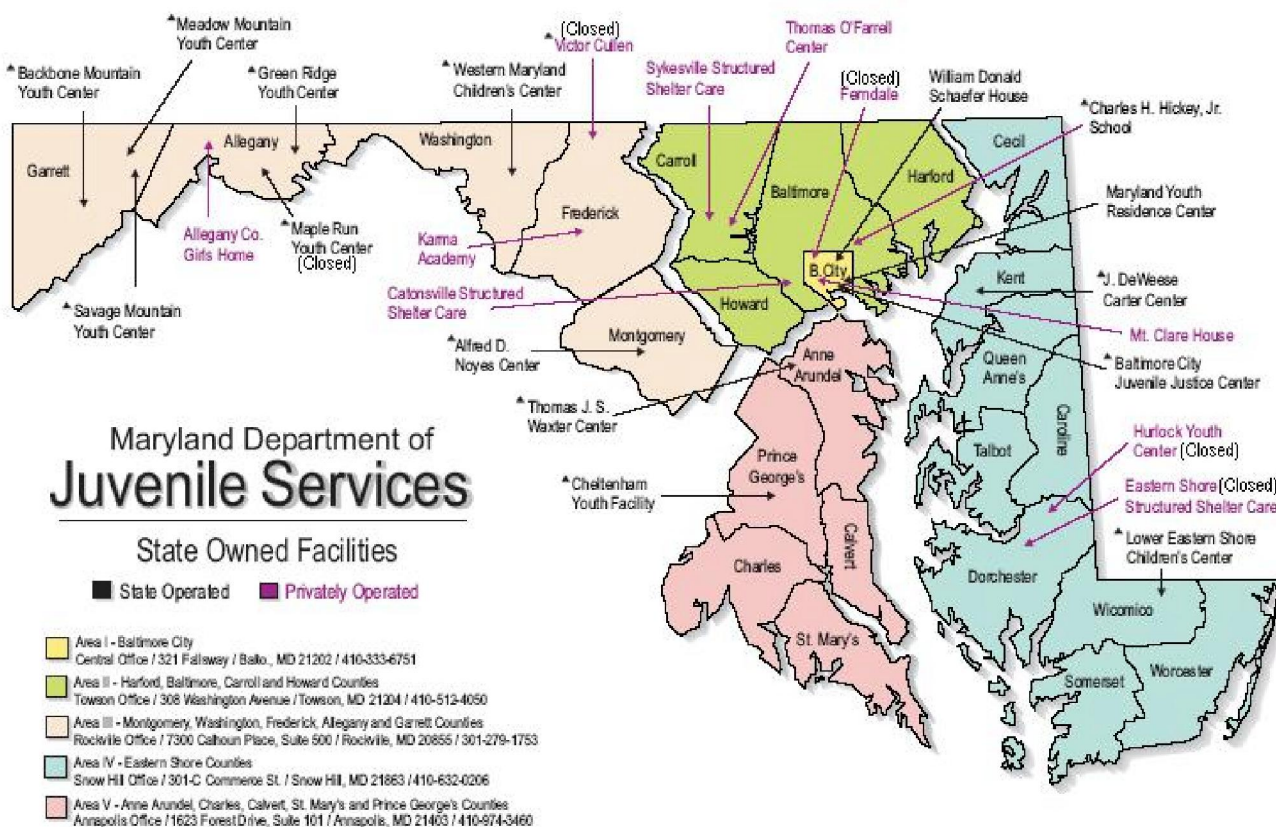
Residential placement trends in 2001 for the United States and Maryland are as follows:

- The U.S. total residential placement rate was 336; the total placement rate for Maryland was 191 (the fifth lowest total residential placement rate in the Nation).
- The U.S. committed residential placement rate was 246; the committed placement rate for Maryland was 129 (the sixth lowest committed residential placement rate nationwide).

## OVERVIEW OF DETENTION FACILITIES AND ALTERNATIVES

### Detention

The Department operates eight secure detention facilities in the five DJS Areas. The following map shows the location of select DJS detention and corrections facilities.



\*Facility for juveniles defined as "Place of Confinement" in Article 83C, § 2-117(a)(2), Annotated Code of Md.

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The following table indicates the name of each secure detention facility, the area in which it is located, the gender served, and the average daily population (ADP) for FY 2003 and FY 2004. Brief narrative descriptions of each facility are also provided below. Detailed facility assessments can be found at the end of this chapter.

Table 5.2. Secure Detention Facilities				
Facility Name	Area	Gender	FY 2003 Number Served*	FY 2004 Number Served*
Baltimore City Juvenile Justice Center	1	M	Not Open	1,033
Charles H. Hickey Jr. School	2	M	1,205	999
Alfred D. Noyes Center	3	M, F	866	796
Western Maryland Children's Center	3	M	Not Open	112
J. DeWeese Carter Center	4	M, F	407	414
Lower Eastern Shore Children's Center	4	M	Not Open	105
Cheltenham Youth Facility	5	M	2,931	2,136
Thomas J.S. Waxter Center	5	F	749	605

\*Number served is derived from the Chapin Hall dataset and includes secure detention and pending placement populations.

- The Baltimore City Juvenile Justice Center:** Built in 2004, this new 240,000-square-foot detention center in Baltimore City can accommodate 144 youths (age 18 and under). Despite its recent construction, the building was not well designed for juveniles, and it requires significant renovation and managerial reform.
- The J. DeWeese Carter Center:** Located in Chestertown, Md. (in Kent County), this facility provides emergency detention space to nine counties on the Eastern Shore. Built in 1982, it has a capacity of 27. It accepts both males and females between ages 9 and 18. An inspection of the facility is forthcoming.
- The Cheltenham Youth Facility:** Located in Prince Georges County, the Cheltenham Youth Facility consists of several cottages on a semirural campus. The facility houses male and female youth (ages 12–18) awaiting trial or disposition from Baltimore City, Prince Georges, Calvert, Charles, and St. Marys Counties. The facility also shelters youth from another program who need supervision, but are not considered dangerous. This 217,295-square-foot facility has a capacity of 110 youths. Unfortunately, the cottages at Cheltenham suffer from a variety of serious maintenance problems, including a lack of plumbing, aging boilers, and poor insulation.
- Charles H. Hickey Jr. School:** Built in 1985, the Hickey School is a State-owned and State-operated facility for males between ages 15 and 17 from across Maryland. For youth awaiting trial, the Hickey School serves as a detention center. (It also houses several secure confinement programs for youth who have been committed by the courts.) This campus-style facility has 380,806 total square feet. Its school, about 18,000 square feet, has a capacity of 43. From September 1991 to April 2004, private firms under contract with the Department of Juvenile Services ran the school. However, it is now back under State control. Unfortunately, the Hickey School suffers from a variety of serious construction problems, including problems with its electricity, plumbing, and heating systems.

- **The Thomas J.S. Waxter Center:** A 24,523-square-foot facility, the Waxter Center houses the State's primary secure detention and commitment programs for young women. Alternately known as the Young Women's Facility of Maryland at Waxter, this State-owned, State-operated facility houses up to 90 females ages 10–19. It also houses a program offering secure commitment for up to 28 females. The Center is located near residential and commercial developments in Anne Arundel County, and it provides secure detention for Anne Arundel, Baltimore, Howard, and Prince Georges Counties and Baltimore City. Built in 1961, the building requires significant repairs and renovations to be well suited for its current uses.
- **The Alfred D. Noyes Children's Center:** This State-owned and State-operated facility opened in September 1976. It is a secure regional detention facility for youth from Montgomery and western Maryland counties. Located in a semi-urban part of Montgomery County, it can serve 57 young people from ages 8 to 18. An inspection of the facility is forthcoming. The facility is 24,976 square feet.
- **Lower Eastern Shore Children's Center:** Opened in November 2003, the Lower Eastern Shore Children's Center is a State-owned and State-operated secure detention facility in Wicomico County. The facility provides detention for youth from Dorchester, Somerset, Wicomico, and Worcester Counties. An inspection of the building is forthcoming.
- **Western Maryland Children's Center:** Opened in late 2003, the Western Maryland Children's Center is a State-owned and State-operated secure detention facility designed to house up to 24 male residents (ages 18–24) from Allegany, Frederick, Garrett, and Washington Counties. A condition assessment of the facility is forthcoming.

**Table 5.3. Structured Shelter Care Facilities**

Facility Name	Area	Gender	FY 2003 Number Served*	FY 2004 Number Served*
Catonsville Structured Shelter Care	2	M	82	89
Cheltenham Youth Facility Shelter	5	M	216	320
Maryland Youth Residence Center	1	M	269	421
Sykesville Group Shelter Home	2	F	56	90

\*Number served is derived from the Chapin Hall dataset.

## Shelter Care

- **Catonsville Structured Shelter Care:** Located in Catonsville, Md., in Baltimore County, this is an eight-bed shelter facility for males located on the grounds of the Spring Grove Hospital. It is a State-owned facility operated by a private contractor. The average daily population was reported to be 6 in 2001. The facility was reported to be in need of maintenance and capital improvement in 2001.

- **Cheltenham Youth Facility Shelter:** There is a 24-bed shelter care facility for boys, called Murphy Cottage, located on the grounds of the Cheltenham detention facility.
- **The Maryland Youth Residence Center (MYRC):** Located in Baltimore City, the Maryland Youth Residence Center is a State-owned and State-operated facility converted to sheltered care in June 1994. The facility can house up to 30 boys, ages 12–18. Under the *Shelter Care Program*, boys who need supervision, but who are not deemed dangerous, are housed here while they await a court hearing or placement in another residence. MYRC provides education, recreation, medical services, and individual, group, and family counseling. MYRC also houses up to 12 boys, ages 16–18, who attend the *Living Classroom Program*, which prepares them for employment in the maritime trades. The building is structurally sound and reasonably well suited to its current use, but it requires a variety of minor repairs and maintenance.
- **Sykesville Group Shelter Home:** This is a 10-bed shelter facility for females located in the town of Sykesville in Carroll County. The facility is owned by DJS, but is operated by a private contractor. The average daily population is between 6 and 7, and the average length of stay is between 28 and 32 days. Girls are placed in this facility from all over the State. The program provides group and individual counseling, onsite education services, substance abuse screening, gender-specific programming, sex education, and medical evaluations that include gynecological examinations. The facility has damage to the foundation from water drainage problems.

## Detention Alternatives

The Department has 400 electronic monitoring slots and 200 community detention slots. These slots are not divided by county based on need, but rather are available statewide to adjust to the changing needs of each county. Currently, the community detention/electronic monitoring program, along with Shelter Care, are the Department's only available program options classified as detention alternatives.

## OVERALL AVERAGE DAILY POPULATION IN DEPARTMENT OF JUVENILE SERVICES, FACILITIES, AND PROGRAMS

In the 4-year period of FYs 2001–04 the annual average daily population in DJS facilities and programs\* varied between 2,447 and 2,597 (see **figure 5.1**). There was a 5 percent decrease in the overall ADP from FY 2001 to FY 2002. However, from FY 2002 to FY 2004, the overall ADP increased by 6 percent.

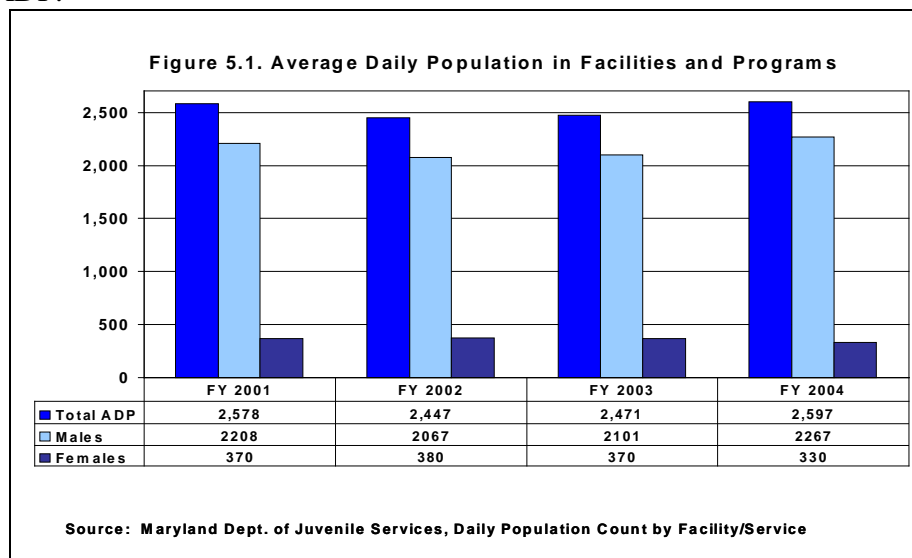
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\* ADP figures in **figure 5.1** include the following facilities and programs: Baltimore City JJC, Cheltenham, Noyes, Carter, Waxter, Washington Holdover, Detention Alternatives, Hickey, New Directions at Hickey, Victor Cullen, O'Farrell, Residential Contractual–Mt. Clare, Youth Centers (Backbone, Green Ridge, Meadow Mountain, Savage Mountain), Schaefer House, MYRC, and In- and Out-of-State Per Diems. Not all facilities/programs were active in all 4 years.



As in juvenile justice systems nationwide, the vast majority of youth in DJS facilities and programs are male. The ADP for males increased by 3 percent between FY 2001 and FY 2004. This overall increase, however, masks mixed changes during the 4-year time period. The male ADP decreased by 6 percent between FY 2001 and FY 2002, it increased by 2 percent in FY 2003, and it increased another 8 percent in FY 2004.

The ADP for females decreased by 11 percent between FY 2001 and FY 2004. There was a 3 percent increase in FY 2002 but decreases in each of the subsequent years. The largest decrease (11 percent) was between FY 2003 and FY 2004. In FY 2004, females accounted for 13 percent of the total ADP.

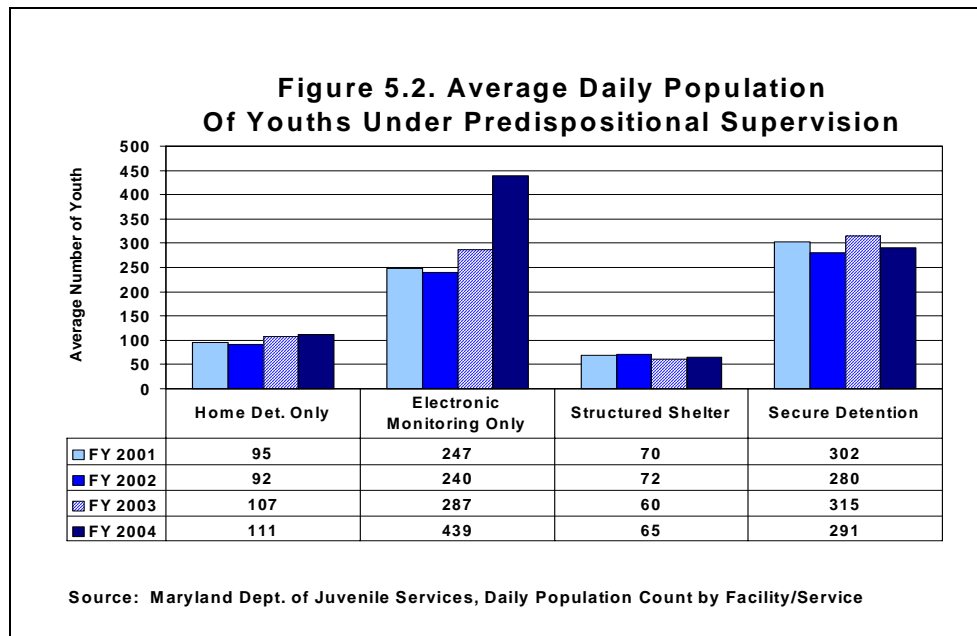


These totals represent three different groups: youth placed in predispositional programs while they are waiting for their court proceedings to come to final resolution, youth who are awaiting placements that have been ordered by the court, and youth who have been placed in postdispositional programs for treatment and/or commitment services.

## DETENTION AND DETENTION ALTERNATIVES

DJS provides a full range of predispositional facilities and programs for court-involved youth, including such detention alternatives as home detention, electronic monitoring, and structured shelter care, as well as secure detention for those youth who cannot safely be maintained in the community. The overall average daily population\* in these predispositional placements increased by 27 percent between FY 2001 and FY 2004 (see **figure 5.2**). Most of this increase may be accounted for by the increase in the use of electronic monitoring.

\* ADP can be interpreted as the average number of youth in a facility or service on any given day during the year. For example, there were an average of 291 youth being held in secure detention on any given day in FY 2004.

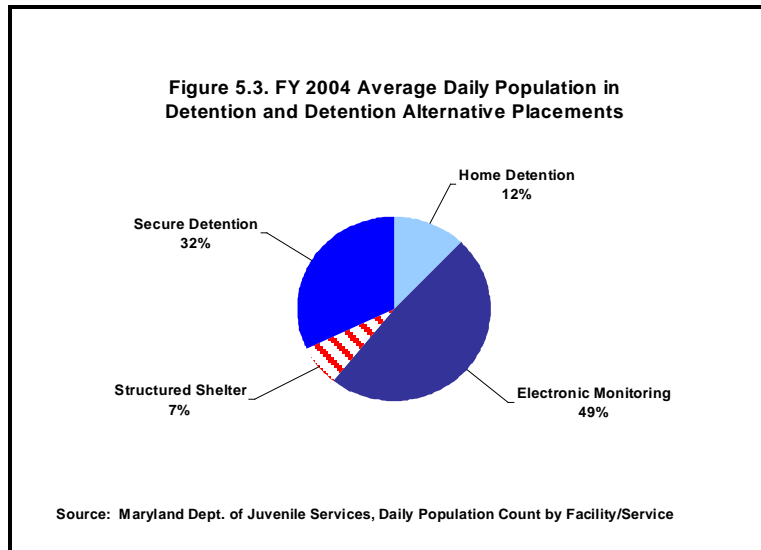


Between FY 2001 and FY 2004, DJS increased the use of less restrictive and less expensive nonresidential detention alternative-dispositional programming significantly (see **figure 5.3**). Between FY 2001 and FY 2004, ADP for nonresidential predispositional placements (community detention and electronic monitoring combined) increased by 60.8 percent.

The average daily population of youth under home detention, the least restrictive choice, increased 17 percent from 95 youths in FY 2001 to 111 youths in FY 2004. However, the most dramatic increase has been in the use of electronic monitoring. The ADP of youth being monitored by electronic tracking devices increased from 247 in FY 2001 to 439 in FY 2004, an increase of 78 percent.

From FY 2001 to FY 2004, ADP for residential predispositional placements decreased by 4 percent. Structured shelter serves youth who have been removed or displaced from their homes and families and are in need of short term care for up to 90 days. The age range is 12 to 18 years of age. Youth may be Children in Need of Assistance (CINA) and may not be adjudicated delinquent or committed to DJS. Placement is authorized by court order. This type of placement plays the smallest role in DJS predispositional programming.



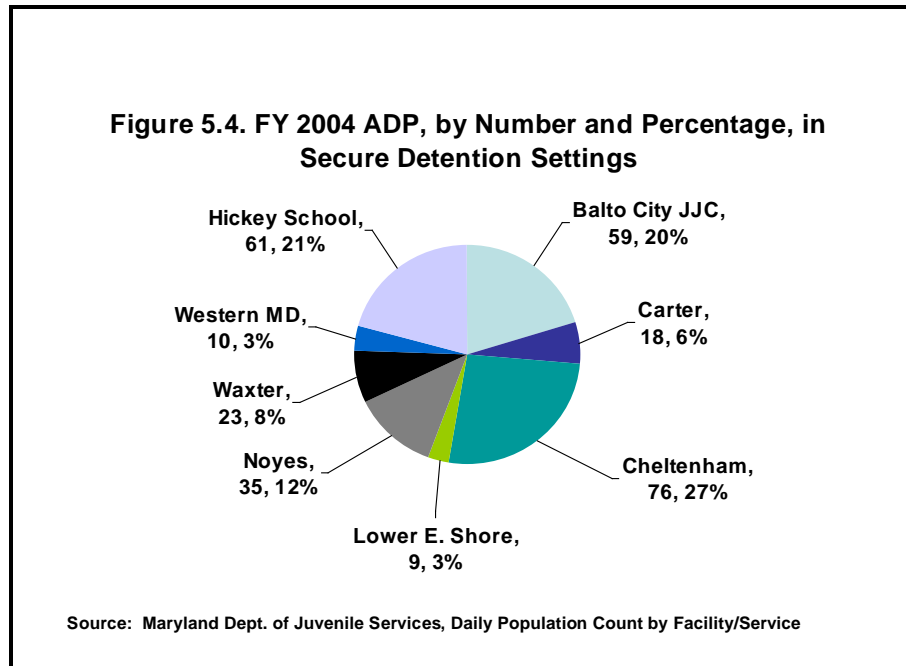


Use of structured shelter care decreased by 14 percent between FY 2001 and FY 2003, going from an ADP of 70 to an ADP of 60. In FY 2004, however, the use of structured shelter care increased to an ADP of 65. From FY 2001 to FY 2004, ADP for residential predispositional placements decreased by 4.3 percent.

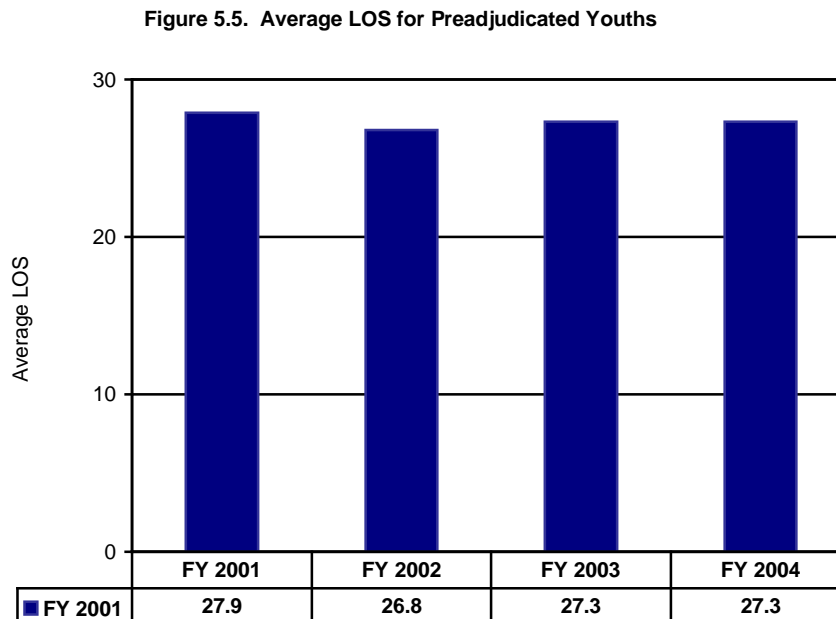
With this increased use of detention alternatives, one would expect an equivalent drop in the use of secure detention. Unfortunately, this was not the case. The use of secure detention has shown no clear pattern of change over the past 4 years. Instead, it remained relatively flat. It decreased between FY 2001 and FY 2002, increased again in FY 2003 and decreased in FY 2004.

One possible reason for the lack of a noteworthy reduction in the use of secure detention may be net widening, which is when youth are diverted away from an institutional placement or some other type of intervention, but instead, more youth are brought into the juvenile justice system. Instead of shrinking the net of social control, the program actually widens it. A properly functioning detention alternative program takes youth who would ordinarily be placed in secure detention and places them, instead, into an alternative program.

Of all predispositional services in FY 2004, DJS was successful in maintaining a large portion of youth receiving predispositional services in the community in less expensive, less restrictive settings. Half of the ADP in detention or detention alternatives were being maintained in electronic monitoring programs; 12 percent were in home detention. Secure detention represented only about a third of the predispositional ADP during FY 2004. During this year, secure detention beds were located in the Baltimore City Juvenile Justice Center, Carter, Cheltenham, Lower Eastern Shore, Noyes, Waxter, Western Maryland, and the Hickey School. Three detention facilities accounted for 68 percent of the average daily secure detention population (see **figure 5.4**). Cheltenham had the highest average daily population (76), followed by the Hickey School (61), and the Baltimore City Juvenile Justice Center (59). Western Maryland and the Lower Eastern Shore detention facilities had the lowest ADP.



**Figure 5.5** details the average length of stay for preadjudicated youth in the Maryland DJS system. The figure makes clear that the length of stay of the youth in a preadjudicated placement remained constant over the 4-year period from FY 2001 to FY 2004 at roughly 27 days.



In many cases, youth await court hearings in secure confinement for long periods of time with no services and no credit for time served. Providing swift justice ensures that the youth is able to associate the punishment with his/her behavior, properly weigh the costs and benefits, and ultimately reduce the likelihood that they will engage in such behavior in the future. To achieve

this, however, DJS must partner with the courts to ensure that they expedite detained youth. DJS, in conjunction with the judiciary, must establish case processing timeframes. These timeframes would then apply to case managers, resource coordinators, placement specialists, and other applicable DJS staff. Youth will ultimately receive the greatest benefit in that they will promptly get the services when they need them, as opposed to waiting idly in secure detention or at home with no services.

**Recommendation:** DSG recommends that reductions in ALOS be achieved through DJS partnering with the courts to expedite the court processing and placement of detained youth. To encourage such partnership, DJS should also set standards for placement time for its case managers, placement managers, and county-level supervisors.

## COMMUNITY DETENTION AND DETENTION ALTERNATIVES

The Maryland Department of Juvenile Services provides youth with the opportunity of being placed on one of two types of home detention: community detention (CD) and CD with electronic monitoring (CD/EM). These program options serve as detention alternatives for youth who might otherwise have been unnecessarily placed in a secure setting. CD and CD/EM are alternatives to secure residential detention that allow youth to remain home pending their court hearings, by providing daily face-to-face and telephone contact, often enhanced by electronic monitoring. Youth are placed on CD and CD/EM by the courts and subsequently interviewed by DJS staff to ensure that they are appropriate for the program.

Table 5.4. Baltimore City Juvenile Justice Center 1-Day Snapshot—November 3, 2004		
<b>Total Residents</b>	101	<p>On November 3, 2004, there were 101 youths housed in the Baltimore City Juvenile Detention Center. All of the youth were male; 95 percent were African-American. The average age was 16. It is important to note, however, that 19 percent of the youth residents on that day were 14 or younger. This very young offender population has been identified by OJJDP as an important focus for early and timely intervention.</p> <p>Three quarters of the detained youth were being held for predispositional detention. Those remaining had been committed to DJS and were awaiting another placement.</p> <p>Drug offenses were the most common charge (43 percent) for youth being detained. Twenty-six percent of the youth were there on persons charges; 21 percent were there for property offenses.</p> <p>DJS ranks offenses on seriousness from 5, the lowest level of seriousness to 1, the most serious. A rating of 1 is reserved primarily for persons offenses such as homicide, carjacking, robbery, etc. Almost two thirds of the detained youth were being held for level 4 (33 percent) or level 3 (31 percent) offenses. Nine percent of the youth in the center on the target day were being held for level 1 offenses.</p> <p>Overall, the youth in the Center the day of the profile had been waiting an average of 17.8 days. The predispositional group had been waiting an average of 17.5 days. Those youth waiting for placements had been in the facility an average of 18.6 days. Thirteen percent of the population had been in the facility for more than 4 weeks.</p>
<b>Race</b>		
African-American	95%	
White	3%	
Other	2%	
<b>Sex – Male</b>	100%	
<b>Age</b>		
13 years	5.0%	
14 years	13.9%	
15 years	22.8%	
16 years	24.8%	
17 years	30.7%	
18 years	3.0%	
Average age	16.2 years	
<b>Placement Type</b>		
Detention	75.2%	
Waiting for Placement	24.8%	
<b>Type of Most Serious Offense</b>		
Drug	42.6%	
Persons	25.7%	
Property	20.8%	
Weapon	6.9%	
Other	4.0%	
<b>Offense Seriousness Level</b>		
Level 1 (most serious)	8.9%	
Level 2	18.8%	
Level 3	30.7%	
Level 4	32.7%	
Level 5 (least serious)	8.9%	
<b>Average Time Since Placement</b>		
Detention	17.5 days	
Waiting for Placement	18.6 days	
Total	17.8 days	

The Department has partnered with the Annie E. Casey Foundation to implement the Juvenile Detention Alternatives Initiative (JDAI). The objectives of JDAI are to reduce the number of children unnecessarily or inappropriately detained; to minimize the number of youth who fail to appear in court or re-offend pending adjudication; to redirect public funds toward successful reform strategies; and to improve conditions of confinement. Casey Foundation representatives report that the Interagency Collaborative has had several achievements in the development of protocols at the Baltimore City Juvenile Justice Center. The first protocol was developed with Johns Hopkins University and the University of Maryland to set beds aside for juveniles with diagnosable mental health problems; the second was the development of a protocol for use in booking to locate youth with outstanding writs and warrants who have absconded from placements. The third achievement is a daily detention case conference that includes the State's Attorney's Office, Public defender, DJS, and the Department of Social Services, and others. During these conferences, the group identifies alternatives to detention as much as possible.

Because of this Initiative, the Department has begun to emphasize the need to reduce the number of youths inappropriately detained and increase the number of youth on detention alternatives. To support this effort, the Confinement Review Unit was developed as a mechanism to provide a forum where staff can review the youth in secure confinement and determine which, if any, could be better served in a community setting. The preceding charts confirm how the efforts of the Department, in conjunction with the expansion of detention alternative slots, have resulted in an increase in the number of youth receiving CD and CD/EM and a reduction in the use of secure detention. As noted above, in FY 2004, 111 youths were placed on community detention and 439 youths were served using CD with electronic monitoring totaling 550 youths. This marked a 15 percent increase from FY 2003.

According to DJS data, about 600 CD and CD/EM slots (200 for community detention and 400 for community detention with electronic monitoring) are available. The average length of stay in the program in 2004 was 36.05 days. From 2002 to 2004, Area 1 increased the total admissions into the CD/EM program by 224 percent. Data revealed that in 2002 there were a total of 985 admissions and in 2004 there were 2,205 admissions from Area 1. Area 5 had the next highest increase in total admissions from 2002 to 2004. Data showed that this Area increased the total admissions from 959 to 1,301 or 36 percent. Other DJS Areas, however, had no significant increase. Some individual counties within these Areas actually showed a decrease in the number of admissions. **Table 5.5** further details the admission numbers by county and Area.

<b>Table 5.5. Community Detention and CD with Electronic Monitoring Admissions by Year and Area</b>				
<b>Area</b>	<b>County</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
<b>Area 1</b>	Baltimore City	985	1,613	2,205
	Baltimore County	489	529	522
<b>Area 2</b>	Carroll	183	189	175
	Harford	164	201	184
	Howard	126	115	121
	Allegany	30	37	50
<b>Area 3</b>	Frederick	109	90	88
	Garrett	—	—	—

<b>Table 5.5. Community Detention and CD with Electronic Monitoring Admissions by Year and Area</b>				
<b>Area</b>	<b>County</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
	Montgomery	220	237	259
	Washington	94	141	108
<b>Area 4</b>	Caroline	27	13	15
	Cecil	78	40	75
	Dorchester	12	10	15
	Kent	6	6	8
	Somerset	9	10	19
	Wicomico	95	49	56
	Worcester	36	30	25
	Somerset	9	10	19
	Queen Anne	2	—	6
	Talbot	23	22	26
	Anne Arundel	222	296	318
<b>Area 5</b>	Calvert	111	111	114
	Charles	117	—	203
	Prince Georges	397	482	498
	St. Mary	89	68	142
<b>ALOS</b>		38.31	41.56	36.05
<b>Total</b>		<b>4,432</b>	<b>3,631</b>	<b>5,232</b>

Further review of the CD/EM data revealed that of 5,232 total admissions, some 70 percent were African-American and 22 percent were white. In addition, 82 percent of the total admissions were male.

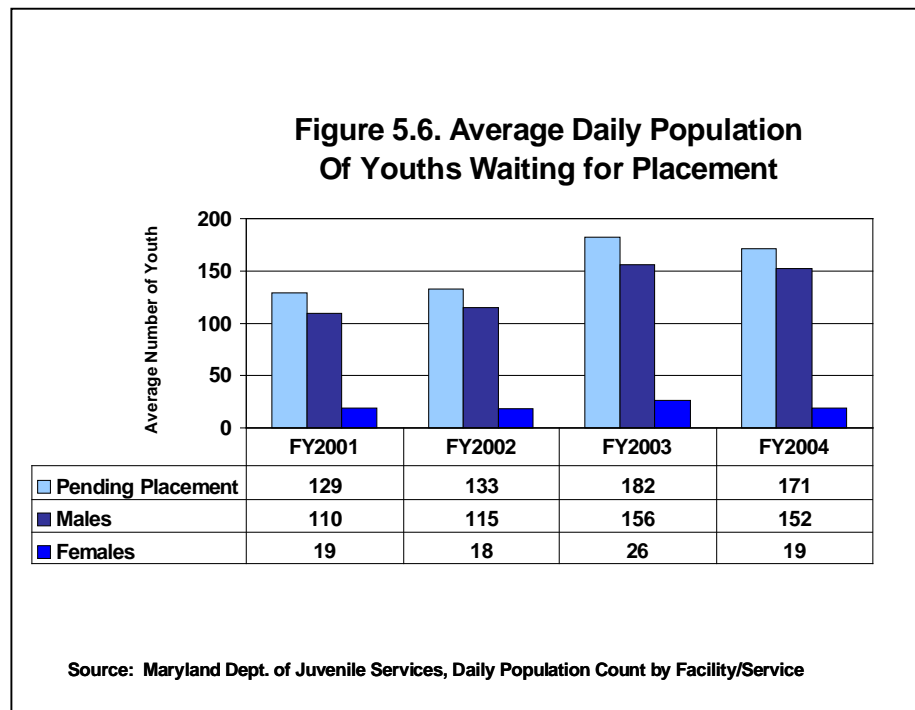
<b>Table 5.6. Community Detention and Electronic Monitoring Admissions, by Race and Gender</b>				
<b>Race</b>	<b>Sex</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
African-American	F	302	340	358
	M	1,881	2,629	3,267
Asian	F	2	5	9
	M	16	11	32
Hispanic	F	12	7	5
	M	66	67	85
Other	F	3	4	1
	M	11	7	16
White	F	259	30	283
	M	835	1018	1176
<b>Totals</b>		<b>3,387</b>	<b>4,418</b>	<b>5,232</b>

**Recommendation:** In addition to CD, CD/EM, and shelter care, there is a need to expand the detention alternative options to include day treatment, evening reporting centers, and increase programming slots.

## PENDING PLACEMENTS

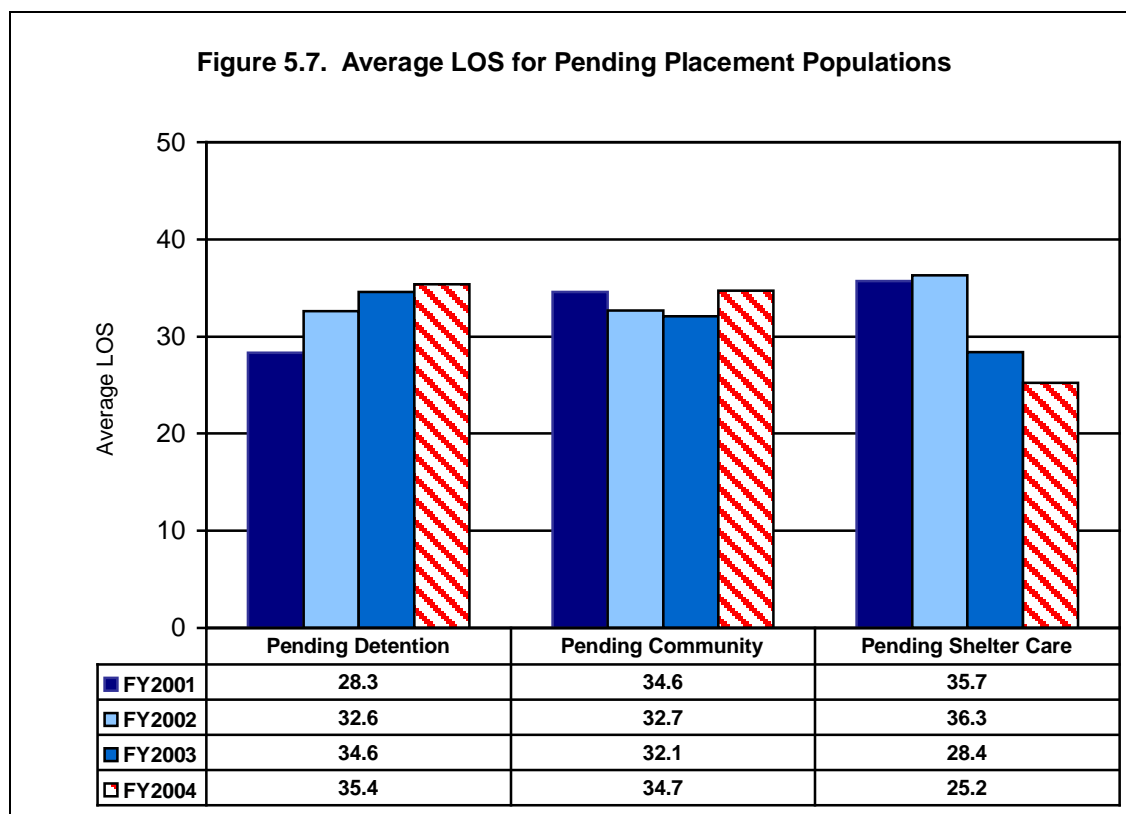
Youth who are in out-of-home placements under DJS supervision while they are awaiting placement in other programs are particularly problematic. These types of placements can contribute significantly to overcrowding in facilities. In addition, youths often are in limbo, waiting for more rehabilitative programming to begin. Youths waiting for placements (see **figure 5.6**) have been a growing problem in the DJS system over the past 4

fiscal years. In FY 2001, the ADP of youth waiting for placement was 129; in FY 2004, the number was 171, a 33 percent increase. Most of this increase can be attributed to a 38 percent increase in the ADP of males waiting for placement. The ADP for females has remained fairly stable at 18 or 19 except for FY 2003 when it rose to 26. In FY 2004, females accounted for 11 percent of the ADP of youth waiting for placement.



**Figure 5.7** illustrates the average length of stay for the various pending populations in the Maryland DJS system. The pending placement in shelter care was the population with the longest length of stay in FY 2001. By FY 2004, the length of stay for those pending placement to shelter care dropped significantly, while those pending placement in detention rose precipitously. In FY 2001, the average length of stay for youth pending placement in detention was 28.3 days. This figure consistently rose over the 4-year period to 35.4 days in FY 2004. Conversely, the average length of stay for youth pending placement in shelter care was 35.7 days in 2001. This figure rose slightly in FY 2002 then dropped substantially 2 years in a row to 25.2, a decline of 29 percent. Those pending placement in the community remained relatively constant.





## DETENTION PENDING PLACEMENT

The term “pending placement” refers to the time from which a youth is committed to the Department until he or she is actually placed in an appropriate residential facility. In Maryland, the majority of these youth are held in DJS detention facilities awaiting placement, with limited access to programming and other treatment resources. While pending placement in detention, these youth commonly display acting out and aggressive behavior. (Refer to Chapter 6 for additional details on incidents.) When youth are expeditiously placed in appropriate settings, the time lost in the “holding pattern” of detention pending placement is minimized. DSG has reviewed a variety of reports\* produced by the Department demonstrating a continuing focus in recent years on the need to reduce the average length of stay (ALOS) for youth in detention pending placement.

In reviewing the pending placement issue, DSG requested all available data from DJS, which was provided and referenced throughout this section. What was lacking in the available placement database was specification of the individual youth’s needs in the following five domains: physical health, mental health, education, substance abuse, and family functioning. This would appear to compromise the Department’s ability to clearly track the treatment needs of

\*These documents included internal memoranda, statistical tables, Management for Results Reports, a legislative report, and the FY 2005 *DJS Strategic Plan*. The reader will note that there is not always exact agreement across the pending placement reports in terms of the statistics presented for the total number of youth and the Average Length of Stay (ALOS) in a given fiscal year. DSG cannot readily reconcile some of these reporting inconsistencies.

youth, and thus match appropriate youth with available facility resources and, when appropriate, identify the gaps in program resources.

**Recommendation:** DSG recommends that the Department consolidate the information on youth treatment needs from the staffing analysis and maintain that information in an accessible, up-to-date tracking database which could be accessed by the Department’s Resource Coordinators and the Office of Research and Planning. This would greatly facilitate the Department’s ability to track youth in the placement process, to identify their service needs, to place youth in appropriate treatment settings, and to identify gaps in available treatment services.

## Recent Historical Overview

In February 2001, the Department documented\* its efforts to decrease the ALOS for youth pending placement in its “Adjudicated Youth Pending Placement Report.” The information presented in **table 5.7** illustrates results from FY 1996 through FY 2001, and proposed benchmarks for fiscal years 2001 through 2003. Over the course of 5 years, progress was made in terms of reducing the ALOS of 34 days to 27.4 from FY 1996 to FY 2001. The Department was most successful in FY 1998, in which it achieved the lowest ALOS of 24 days. The 2001 report did not stipulate what programmatic strategies accounted for the major decline in the FY 1998 ALOS.

Table 5.7. Adjudicated Youth Pending Placement		
Fiscal Year	ALOS (in Days)	Benchmarks
1996	34.0	
1997	28.9	
1998	24.0	
1999	24.7	
2000	27.8	
2001	27.8	30.0
2002	38.0	28.0
2003	39.6	25.0
2004	36.0	

The “Adjudicated Youth Pending Placement Report” released in 2001 also described in some detail the Department’s plan of action to reduce the ALOS for youth pending placement in detention. The following discussion highlights several of the key efforts noted in the 2001 report:

- Conducted weekly tracking of the status of each youth pending placement, and helped ensure that youth met the criteria of the program to which they had been assigned.

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\*On February 12, 2001, the Maryland DJJ issued the “Adjudicated Youth Pending Placement Report” at the request of the Chairmen of the Senate Budget and Taxation Committee and House Committee on Appropriations. **Table 5.7** on “Adjudicated Youth Pending Placement” was adapted from this report.

- Prepared individualized reports by Area Directors specifying reasons for delay in placement for each youth pending over 45 days.
- Maintained contracts with Justice Resources through its Detention Reduction Advocacy Program (DRAP) and the Office of the Public Defender through its Detention Response Unit (DRU) to reduce the detention population by removing these youth from detention and managing them in the community with supervision, counseling, structured activities, and alternative placements.
- Increased utilization of community detention/electronic monitoring (CD/EM).
- To promptly resolve placement issues, particularly for difficult to place youth, developed relationships with other State departments and agencies
- Developed relationships with private providers, and instituted a planning and procurement process to allow the Department to purchase comprehensive individualized services for specific youth, particularly those with multiple and complex problems.
- Monitored program utilization and sought to increase the capacity of those programs with high demand and waiting lists, which tended to lengthen the ALOS for youth pending placement.

Many of the issues and problem-solving approaches identified in this 2001 report remain in the forefront of current discussions on how to reduce the pending placement populations' length of stay in detention.

## **Pending Placement by Length of Stay in Detention**

In reviewing pending placement data, it is important to not only consider the average number of days but also how youth are distributed across shorter and longer increments of time pending placement. In **table 5.8**, DSG has compiled data from various sources\* to present length of stay by incremental clusters of days for FY 2000 through FY 2004. Across these 5 years, the most striking trend is that the Department appears to be taking longer to place youth in the most recent years. For instance, in fiscal years 2000 and 2001, half of the youth were placed within 20 days; in subsequent years, only slightly more than 40 percent of the youth were placed within this same time period of 20 days. In fiscal years 2003 and 2004, the majority (57 percent) of youth were placed within 30 days of commitment.

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\*In **table 5.7** on the "Maryland DJS Pending Placement in Detention Report: Length of Stay Grouped by Number of Days," data for FY 2000 and FY 2001 was taken from the "Adjudicated Youth Pending Placement Report," released February 12, 2001. FY 2002 data was provided in tabular form by DJS. FY 2003 and FY 2004 data was produced by DSG's analysis of a pending placement database maintained by the DJS Placement Division.

Data for FY 2001 was gathered by the DJS Placement Division and was only available for the first 6 months.

**Table 5.8. Maryland DJS Pending Placement in Detention Report  
Length of Stay Grouped by Number of Days  
Fiscal Years 2000 Through 2004**

<b>Fiscal Year</b>	<b>2000</b>			<b>2001*</b> (6-month sample)			<b>2002</b>			<b>2003</b>			<b>2004</b>		
<b>Days Waiting to Be Placed</b>	<b>Number of Youth Placed</b>	<b>Percent of Total</b>	<b>Cumulative Percent</b>	<b>Number of Youth Placed</b>	<b>Percent of Total</b>	<b>Cumulative Percent</b>	<b>Number of Youth Placed</b>	<b>Percent of Total</b>	<b>Cumulative Percent</b>	<b>Number of Youth Placed</b>	<b>Percent of Total</b>	<b>Cumulative Percent</b>	<b>Number of Youth Placed</b>	<b>Percent of Total</b>	<b>Cumulative Percent</b>
<b>1 to 10</b>	665	29.5	29.5	255	25.3	25.3	395	23.2	23.2	379	22.3	22.3	490	22.4	22.4
<b>11 to 20</b>	545	24.2	53.7	248	24.6	50.0	327	19.2	42.4	315	18.6	40.9	423	19.4	41.8
<b>21 to 30</b>	411	18.2	71.9	203	20.2	70.1	322	18.9	61.3	272	16.0	56.9	333	15.2	57.0
<b>31 to 40</b>	197	8.7	80.6	101	10.0	80.1	210	12.3	73.7	165	9.7	66.6	217	9.9	66.9
<b>41 to 50</b>	127	5.6	86.3	78	7.7	87.9	176	10.3	84.0	140	8.2	74.8	192	8.8	75.7
<b>51 to 60</b>	74	3.3	89.6	36	3.6	91.5	67	3.9	88.0	81	4.8	79.6	115	5.3	81.0
<b>61 to 70</b>	65	2.9	92.5	29	2.9	94.3	55	3.2	91.2	71	4.2	83.8	99	4.5	85.5
<b>71 to 90</b>	72	3.2	95.7	29	2.9	97.2	58	3.4	94.6	99	5.8	89.6	144	6.6	92.1
<b>91 to 110</b>	33	1.5	97.2	9	.9	98.1	31	1.8	96.4	62	3.7	93.3	66	3.0	95.1
<b>111 to 130</b>	22	1.0	98.1	6	.6	98.7	34	2.0	98.4	39	2.3	95.6	35	1.6	96.7
<b>131 to 150</b>	12	.5	98.7	4	.4	99.1	8	.5	98.9	20	1.2	96.8	26	1.2	97.9
<b>151 to 200</b>	21	.9	99.6	7	.7	99.8	16	.9	99.8	26	1.5	98.3	23	1.1	99.0
<b>201 to 250</b>	—	—	—	—	—	—	—	—	—	13	.8	99.1	9	.4	99.4
<b>251 to 406</b>	—	—	—	—	—	—	—	—	—	11	.6	99.7	4	.2	99.6
<b>or 201 to 314</b>	9	.4	100	2	.2	100	3	.2	100.0	—	—	—	—	—	—
<b>Missing System</b>	—	—	—	—	—	—	—	—	—	5	.3	100.0	9	.4	100.0
<b>TOTAL YOUTH</b>	2,253			1,007			1,702			1,698			2,185		

On the slower end of the processing spectrum, in FYs 2000 through 2002, about 10 percent of pending placement youth remained in pending placement status for more than 60 days. This is in contrast to about 20 percent of youth in FYs 2003 and 2004 experiencing extended stays of more than 60 days, with the longest length of stay for an individual youth spending 406 days in detention pending placement. Although this may be an extreme case, obviously for this particular adolescent, pending placement felt like an eternity.

## **Pending Placement by Type of Placement**

The average length of stay (ALOS) in detention for youth pending placement was 28 days in FY 2001; 38 days in FY 2002; 40 days in FY 2003; and 36 days in FY 2004, as noted in **table 5.9**. This table also displays a breakdown of the number of youth placed and their ALOS in detention pending placement at various types of placement settings for FY 2001 through 2004.\* Consistently in each of the 4 reporting years, the highest numbers of youth (a 4-year total of 1,815) were placed in the Impact Program. This was generally one of the quickest residential placements occurring in an average of 22 days or less. Next highest in overall frequency (total of 1,147) were youth placed in Substance Abuse Treatment, which on average occurred in 26 days or less. The lowest frequency placements (total of six) were Foster Care, which, except for FY 2004, had the shortest annual ALOS in detention. In contrast, the next lowest frequency of placements (total of 12) in Special Programs (those awaiting out-of-State placements) had the highest overall ALOS in detention. The following types of placement exceeded the overall ALOS for total youth calculated in each of the 4 reporting years: Day Treatment/In-Home/Nonresidential, Group Home, Residential Treatment Center, Therapeutic Group Homes, and Treatment Foster Care. Indeed, for the last 2 years, youth who were pending placements for Residential Treatment Centers had the longest ALOS; in FY 2003, 84 days, and FY 2004, 67 days.

Of particular concern are the youth with special treatment or therapeutic needs who appear to take longer overall to place. Based upon a DSG interview with the Administrator for Placement, the following are among the most difficult youth to place: victims of head trauma; youth with rage reactions; youth with borderline or lower intelligence levels and/or developmental functioning; youth who need to develop independent living skills; and youth whose placements at Residential Treatment Centers were terminated.

**Recommendation:** It is recommended that DJS and the State of Maryland create two State-operated central facilities—one facility (secure or nonsecure) to deal with developmentally delayed youth and one for “deep end” psychiatric/behavioral cases with delinquency issues requiring commitment in a secure environment. These facilities—whether operated by the Maryland Department of Health and Mental Hygiene, DJS, or a private provider in a State-owned facility—would remove

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\*In **table 5.8** on the “Maryland DJS Pending Placement Report: Average Length of Stay in Detention per Type of Placement,” data for FY 2001 and FY 2002 was provided in tabular form by DJS. FY 2003 and FY 2004 data was produced by DSG’s analysis of a pending placement database maintained by the DJS Placement Division.

the most intractable offenders from lengthy pending placements and the per diem pool.

<b>Table 5.9. Maryland DJS Pending Placement Report</b> <b>Average Length of Stay in Detention Per Type of Placement</b> <b>Fiscal Years 2001 Through 2004</b>								
Fiscal Year	2001		2002		2003		2004	
TYPE OF PLACEMENT	Number of Youth Placed	Average Length of Stay (Detention)	Number of Youth Placed	Average Length of Stay (Detention)	Number of Youth Placed	Average Length of Stay (Detention)	Number of Youth Placed	Average Length of Stay (Detention)
Community Detention/ Electronic Monitoring	38	23.6	36	29.3	65	34.8	88	33.5
Day Treatment/In-Home/ Nonresidential	11	66.7	12	49.9	68	61.1	103	41.2
Foster Care	1	3.0	1	1.0	3	18.0	1	61.0
Group Home	204	39.2	194	58.2	298	51.0	371	52.0
Impact Program	597	18.1	390	22.1	354	18.4	474	17.5
NIA Girls' Program*	72	28.1	56	38.4	—	—	—	—
Residential Treatment Center	111	56.2	112	56.6	148	83.7	187	66.9
Secure Facilities (Locked)	290	25.7	199	33.4	129	44.8	173	41.2
Sex Offender Treatment**	9	90.6	7	59.1	—	—	—	—
Shelter Care	45	33.0	67	25.9	44	39.2	65	34.7
Special Program (Out of State)	4	94.5	2	143.5	6	148.2	0	0
Substance Abuse Treatment	301	24.2	257	22.2	263	25.6	326	26.6
Therapeutic Group Home	19	40.8	12	43.8	17	73.5	21	48.1
Treatment Foster Care	17	97.1	24	70.0	51	69.5	30	51.8
Youth Center	261	19.7	252	23.5	227	25.5	272	29.3
<b>TOTAL YOUTH</b>	<b>1,980</b>	<b>27.8***</b>	<b>1,621</b>	<b>38****</b>	<b>1,673</b>	<b>39.6</b>	<b>2,111</b>	<b>36.0</b>
Missing data					25		74	
*In fiscal years 2003 and 2004, youth placed in the NIA Girls' Program are counted under the "Impact Program" placement category. **In fiscal years 2003 and 2004, youth placed in "Sex Offender Treatment" are counted under the "Residential Treatment Center" placement category. ***Number was reported in the table provided by DJS entitled, "Pending Placement Comparison (FY '99, '00, '01, '02), Number of Youth Admitted, Placements, ADP, and ALOS." ****The number "38" was reported in the <i>Fiscal Year 2005 Management for Results Report</i> (p. 15). However, the "Pending Placement Comparison (FY '99, '00, '01, '02), Number of Youth Admitted, Placements, ADP and ALOS" reported a shorter average length of stay of 32 days pending placement for FY 2002.								

Establishment of both of these recommended facilities would be of great value in removing difficult cases from the pending placement population and per diem pool, thus making it easier to place the remaining pending placement youth in private facilities. This would also make DSG's recommendation to implement "no reject or eject contracts" more acceptable to vendors (see Chapter 12).

It is important to note that in FY 2004 over 9 percent of the youth pending placement in secure detention were subsequently placed in a community-based, nonresidential program. This is probably attributable to the fact that youths who were subsequently placed in CD/EM were originally waiting for a less secure residential program, then removed by DJS to wait more appropriately on CD/EM. Specifically, youth placed in CD/EM programs had an ALOS of 33.5

days in detention (prior to being returned home on CD/EM); youth placed in day treatment/in-home programs, had an ALOS of 41.2 days in detention.

**Recommendation:** It is recommended that those youth who pose less of a threat to public safety and are going to be placed in a nonresidential, community-based program, not be held in detention pending placement; rather they be assigned to detention alternatives. In order for this to occur, DJS must establish appropriate detention alternatives in those areas currently lacking adequate capacity.

## Offense Charges Associated with Pending Placement

In reviewing the pending placement data, it is interesting to examine the nature of offense charges which resulted in the commitment order. **Table 5.10** displays information on how many youth charged with a particular offense were pending placement in FY 2001, 2003, and 2004.\* DSG has grouped the charges into the following categories: property offenses, offenses against persons, offenses against the public, drug and alcohol offenses, and “other” offenses. There is consistency across the 3 reported years in terms of which offense categories accounted for the *most to least* number of youth being charged: “other” offenses; property offenses; offenses against persons; drug and alcohol offenses; and offenses against the public.

There is not as much consistency in rankings when one reviews which offense categories are associated with the *most to least* ALOS across the 3 reporting years. Youth charged with offenses against the public and offenses against persons generally have a longer ALOS, whereas youth charged with property offenses and “other” offenses tend to have a shorter ALOS.

When one examines specific offense charges, the highest reported ALOS was 199 days for kidnapping; however, this offense was rare, as there were only two instances of youth being charged with kidnapping in the 3-year reporting period. The shortest number of days in detention pending placement was 1 day in the case of a single youth charged for cruelty to animals in fiscal year 2003. The largest disparity in ALOS for the same offense across the reporting years was noted for forgery. The three youths charged with forgery in FY 2001 had an ALOS of 8 days, whereas the single youth charged with forgery in FY 2004 remained in detention for 81 days pending placement.

Only sex offenses consistently showed a pattern of ALOS exceeding 55 days in length, and the following summarizes findings from FY 2001, 2003, and 2004: the 71 youths charged with sex offense felonies had an ALOS of 68 days; the 43 youths charged with less serious sex offenses had an ALOS of 73 days; and the three youths charged with attempted rape had an ALOS of 113 days.

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\*In **table 5.9** on the “Maryland DJS Pending Placement Report: Length of Stay by Charge,” data for FY 2001 was derived from a report provided by DJS. DSG re-organized this presentation into meaningful offense categories, and collapsed certain related charge codes. DSG then sought to develop comparable data on offense categories and charges for FY 2003 and FY 2004 by analyzing offense data from the pending placement database maintained by the DJS Placement Division.



**Table 5.10. Maryland DJS Pending Placement Report**  
**Length of Stay by Charge**  
**Fiscal Years 2001, 2003, and 2004\***

	Fiscal Year	2001			2003			2004		
Offense Category	Description of Charge	Total Youth	Total Days	Average Length of Stay	Total Youth	Total Days	Average Length of Stay	Total Youth	Total Days	Average Length of Stay
<b>Property Offenses</b>	Arson	10	287	28.7	5	277	55.4	9	373	41.4
	Arson Attempted	1	19	19.0	0	0	0	0	0	0
	Auto Theft	55	1,441	26.2	3	107	35.7	3	163	54.3
	Breaking & Entering	5	122	24.4	0	0	0	1	26	26.0
	Breaking & Entering Attempted	1	23	23.0	0	0	0	0	0	0
	Burglary	67	1,802	26.9	57	2,185	38.3	59	1,852	31.4
	Extortion	1	62	62.0	0	0	0	0	0	0
	Forgery	3	25	8.3	0	0	0	1	81	81.0
	Malicious Destruction	44	941	21.4	32	656	20.5	38	1,229	32.3
	Tampering	1	21	21.0	3	44	14.7	1	15	15.0
	Theft	152	3,920	25.8	112	3,517	31.4	130	3,436	26.4
	Theft Attempted	0	0	0	1	26	26.0	0	0	0
	Trespassing	7	138	19.7	3	52	17.3	1	70	70.0
	Unauthorized Use	81	2,450	30.2	105	4,637	44.2	94	3,934	41.9
<b>Subtotal</b>		<b>428</b>	<b>11,251</b>	<b>26.3</b>	<b>321</b>	<b>11,501</b>	<b>35.8</b>	<b>337</b>	<b>11,179</b>	<b>33.2</b>
<b>Offenses Against Persons</b>	Assault	200	5,558	27.7	118	4,739	40.2	161	5,251	32.6
	Assault & Battery	1	74	74.0	2	81	40.5	0	0	0
	Assault with a Deadly Weapon	0	0	0	0	0	0	1	37	37.0
	Carjacking	12	429	35.8	10	386	38.6	2	111	55.5
	Child Abuse	2	27	13.5	1	63	63.0	4	202	50.5
	Kidnapping	0	0	0	2	398	199.0	0	0	0
	Murder	6	179	29.8	6	72	12.0	6	130	21.7
	Murder Attempted	4	63	15.8	2	57	28.5	1	118	118.0
	Rape Attempted	2	227	113.5	0	0	0	2	226	113.0
	Robbery	52	1,327	25.5	63	2,736	43.5	89	3,411	38.3
	Robbery Attempted	3	75	25.0	1	71	71.0	0	0	0
	Robbery with a Deadly Weapon	53	1,579	29.8	0	0	0	1	21	21.0
	Sex Offenses Felony	28	1,817	64.9	20	1,522	76.1	23	1,522	66.2
	Sex Offenses Less Serious	11	610	55.5	20	1,831	91.6	12	690	57.5
<b>Subtotal</b>		<b>374</b>	<b>11,965</b>	<b>32.0</b>	<b>245</b>	<b>11,956</b>	<b>48.8</b>	<b>302</b>	<b>11,719</b>	<b>38.8</b>

\*Data for 2002 was not available.

**Table 5.10. Maryland DJS Pending Placement Report**  
**Length of Stay by Charge**  
**Fiscal Years 2001, 2003, and 2004\***

	Fiscal Year	2001			2003			2004		
Offense Category	Description of Charge	Total Youth	Total Days	Average Length Of Stay	Total Youth	Total Days	Average Length of Stay	Total Youth	Total Days	Average Length of Stay
<b>Offenses Against the Public</b>	Deadly Weapon	11	298	27.1	10	428	42.8	20	761	38.1
	Disturbing the Peace	6	139	19.9	0	0	0	0	0	0
	Escape Custody	33	1,090	33.0	46	2,867	62.3	15	730	48.7
	Explosive Device	4	124	31.0	0	0	0	2	8	4.0
	Handgun Violation	27	671	24.9	20	948	47.4	20	951	47.6
	Reckless Endangerment	5	94	18.8	0	0	0	9	246	27.3
<b>Subtotal</b>		<b>86</b>	<b>2,416</b>	<b>28.1</b>	<b>76</b>	<b>4,243</b>	<b>55.8</b>	<b>66</b>	<b>2,696</b>	<b>40.8</b>
<b>Drug &amp; Alcohol Offenses</b>	Alcoholic Beverage Violation	0	0	0	1	22	22.0	1	8	8.0
	Driving While Impaired	5	91	22.8	1	11	11.0	0	0	0
	Drug Paraphernalia	0	0	0	3	80	26.7	0	0	0
	Narcotics Possession	128	3,304	25.8	90	2,952	32.8	119	4,013	33.7
	Narcotics Possession with Intent to Distribute	68	1,820	26.8	79	3,776	47.8	129	5,777	44.8
<b>Subtotal</b>		<b>201</b>	<b>5,215</b>	<b>25.9</b>	<b>174</b>	<b>6,841</b>	<b>39.3</b>	<b>249</b>	<b>9,798</b>	<b>39.3</b>
<b>Other Offenses</b>	Conspiracy to Commit any Offense	6	125	20.8	16	590	36.9	23	671	29.2
	Cruelty to Animals	3	16	5.3	1	1	1.0	0	0	0
	False Report	2	21	10.5	3	89	29.7	0	0	0
	Hindering Police Officer/Resisting Arrest	2	72	36	1	2	2.0	2	122	61.0
	On Writ	76	2,940	38.7	59	3,255	55.2	84	3,968	47.2
	Traffic Violation	5	145	29	0	0	0	0	0	0
	Unspecified Felony	0	0	0	2	19	9.5	6	214	35.7
	Violation of Placement	199	6,946	34.9	172	9,619	55.9	312	15,661	50.2
	Violation of Probation/Parole	807	19,974	24.8	533	17,041	32.0	724	21,064	29.1
<b>Subtotal</b>		<b>1,100</b>	<b>30,239</b>	<b>27.5</b>	<b>787</b>	<b>30,616</b>	<b>38.9</b>	<b>1,151</b>	<b>41,700</b>	<b>36.2</b>
<i>Missing</i>	<i>System Missing Charge Data</i>	3	97	32.3	95	2,469	26.0	80	2,415	30.2
<b>TOTAL</b>		<b>2,192</b>	<b>61,183</b>	<b>27.9</b>	<b>1,698</b>	<b>67,626</b>	<b>39.8</b>	<b>2,185</b>	<b>79,507</b>	<b>36.4</b>

\*Data for 2002 was not available.

**Recommendation:** DSG recommends closer examination of the availability of suitable sex offender treatment programs and the potential development of additional treatment slots to speed up the placement process for juvenile sex offenders.

It is striking that the two “other” offenses of violation of placement and violation of probation, when combined, account for 45 percent of all youth in the 3-year sample. In the most recent reporting year of FY 2004, 312 youths charged with violation of placement spent, on average, 50.2 days in detention pending subsequent placement, for a total of 15,661 days. Also, in FY 2004, 724 youths charged with violation of probation spent, on average, 29.1 days in detention pending placement, for a total of 21,064 days. These two categories combined (violation of placement and probation) accounted for 46 percent of the total number of pending placement days for FY 2004. Across the 3 reporting years, youth charged with violation of placement had longer ALOS in detention pending placement than those youth charged with violation of probation. This would seem to indicate that it is more difficult to arrange for subsequent placement of youth after a failed placement, and perhaps existing residential options are not readily available for this more challenging population. In FY 2001, youth with a violation of placement had an ALOS in detention pending subsequent placement of 34.9 days, which increased significantly to 55.9 days in FY 2003, and declined in FY 2004 to 50.2 days. (For further discussion of graduated sanctions, the reader is referred to Chapter 8.) Clearly, future efforts by the Department to reduce the length of time youth spend in detention pending placement must address this key population.

Several questions need to be asked regarding each youth in violation of placement:

- § Was this youth inappropriately placed initially, resulting in failure?
- § Do certain residential providers more frequently report violations of placement?
- § Are subsequent placements more difficult to locate for those youth who have been charged with violation of a previous placement?

For a youth in violation of probation:

- § Was the youth a poor candidate for probation based on known risk factors?
- § Was the youth inadequately supervised while on probation?

In other words, the issue is not only how to more expeditiously handle youth with violations once they are in detention pending placement but also how to avoid violations of placement and probation in the first place.

**Recommendation:** DSG recommends DJS closely examine the individual cases of violation of placement and probation to ensure that every effort will be made in future placements to avoid a subsequent placement failure.

## Additional Considerations Regarding the Pending Placement Population

DSG raised the topic of youth pending placement in detention when convening the Focus Groups across the DJS Areas. Focus group participants indicated that there was a lack of community-based options, which negatively impacted the placement decision-making process. In some cases, decisions about youth treatment tend to be made on the basis of where the dollars are instead of what the youth actually needs.

In an effort to better understand the pending placement process, DSG staff reviewed Department reports on this topic. One particularly informative memorandum (May 2003) described findings and provided recommendations that “could result in immediate reductions in the numbers of pending placement youth.”\* In **table 5.11**, which follows, DSG highlights many of the key findings and recommendations presented in this 2003 memorandum.

<b>Table 5.11. Highlights of Findings and Recommendations on Youth Pending Placement in Detention</b> (Synthesized from May 2003 Department of Juvenile Justice [DJJ] Memorandum)		
<b>Issue Area</b>	<b>Findings</b>	<b>Recommendations</b>
<b>Utilization of Available Space</b>	DJJ did not fully utilize the capacity of providers, even after in some cases having requested that providers develop additional space.	DJJ Area Directors should determine how many of the pending placement youth are appropriate for immediate referral to providers operating under capacity.  DJJ should reconcile provider program vacancies with the list of youth pending placement to ensure that appropriate referral options have been exhausted.
<b>Compliance With Staffing Procedures</b>	Caseworkers did not consistently hold a staffing of youth cases as required within 7 days of receiving a commitment order for placement.  DJJ accomplished placement more expeditiously when the caseworker actually held the staffing before the youth's court disposition.	DJJ should require Area Directors and Supervisors to monitor and track caseworkers' adherence to staffing protocols, and to counsel, coach, and discipline staff who routinely fail to comply.
<b>Impact of Using Residential Treatment Centers (RTC)</b>	DJJ staff referred many youth to RTC rather than to community placement options with wraparound services to address the youth's mental health issues.	DJJ should explore options of increasing the availability of community-based mental health services, developing more in-State RTC programs, and placing more youth in RICAs and DHMH mental health programs.
<b>Violation of Probation</b>	Many pending placement cases involved youth who were committed for violation of probation.	DJJ should review the numbers of youth formalized for violation of probation, and provide justification for why community options such as electronic monitoring and

\*This internal memorandum regarding “Pending Placements” was transmitted from John Cluster, Special Assistant to the Deputy Secretary, to Kenneth C. Montague, Secretary of Maryland DJJ, on May 1, 2003.

**Table 5.11. Highlights of Findings and Recommendations on  
Youth Pending Placement in Detention**

(Synthesized from May 2003 Department of Juvenile Justice [DJJ] Memorandum)

Issue Area	Findings	Recommendations
		community detention were not viable alternatives to residential placement.
<b>Timely and Complete Referral Packets</b>	<p>Staff did not routinely send a completed placement referral packet to each of the appropriate referral sources within 48 hours of conducting a staffing, as required.</p> <p>Fifty percent of the packets reviewed did not include all of the necessary information (e.g., regarding social history material; physical, psychological, and psychiatric evaluations; and educational information).</p>	Staff should be required to send timely referral packets that include the required information as requested or outlined by the potential program provider.
<b>Timely Placement Decision by Providers</b>	Providers were expected to provide the Department with a decision within 10 days of receiving the complete referral package. Caseworkers and Resource Coordinators indicated that providers did not always provide a timely response.	DJJ should investigate the possibility of applying sanctions to programs that routinely do not meet the placement decision requirements.
<b>Referral of Youth to Appropriate Providers</b>	Staff sent referral packets to providers those profiles did not match the needs of the youth, often resulting in rejection and new staffing. It was not uncommon for a hard-to-place youth to require three or four rounds of staffing, resulting in major delays.	<p>Referring staff should first investigate whether programs are able to provide the level and intensity of services needed.</p> <p>Provider profiles should be verified annually, and updated as necessary. Profiles should also be reviewed to assess whether there are sufficient providers available to meet the needs of youth pending placement.</p>
<b>Provider's Reluctance to Accept Difficult Youth</b>	Providers were less likely to accept difficult youth who are aggressive and have more problems, particularly since it appeared to be a "seller's market" with more youth to select from than programs available for placement.	<p>DJJ should consider developing State-operated and/or private contractual services to address the needs of the most difficult to place population.</p> <p>DJJ should offer incentives for serving the most difficult youth.</p>
<b>30-Day Notice Before Removal</b>	Providers were required to give DJJ a 30-day notice before ejecting or prematurely discharging a problematic youth from placement. Providers indicated this requirement increased their reluctance to accept difficult youth, and suggested removal within 24 to 48 hours would be more responsive.	<p>DJJ should investigate options of modifying how much time it takes to remove problematic youth from programs expressing the inability to provide services.</p> <p>DJJ should track the frequency of having to prematurely remove youth from placement, and develop resources to address any identified deficiencies.</p>

As stated in the Management for Results Report for FY 2005, the performance measure for the FY 2005 ALOS for youth in pending placement in detention is 25 days. The Department's achievement of this outcome would require very substantial improvement over the FY 2004 reported ALOS of 36 days. As noted in the highlights of findings surfaced and recommendations raised in the May 2003 memorandum, there are numerous key factors contributing to delays in placement, including the following:

- DJS Area staff not meeting placement activity timeframes or submittal requirements.
- Staff recommending inappropriate placements.
- Vendors rejecting difficult youth due to contract language that requires 30 days notice to remove inappropriate youth from the program.
- Market forces allowing facilities to reject difficult youth because of adequate numbers of appropriate youth.

**Recommendation:** It appears that the May 2003 findings accurately describe current placement practices. Therefore, it is recommended that DJS ensure the timeliness of conducting staff placements by submitting complete referral packets within 48 hours of a placement, and sanctioning providers that fail to meet the 10-day response time for decisions on referrals.

**Recommendation:** DSG recommends that the Department resurface the design plans for the central service repository, which was a DJS database developed for the Resource Coordinators to facilitate placement and track program capacity and availability by county.

### **Additional Thoughts on Pending Placements**

While expediting per diem placements is an important goal of DJS, it should not be the only consideration. Pending placement timeframes have traditionally ranged from 28 to 35 days. Operating at the lower end of this waiting period reduces potential overcrowding and places youth in treatment environments more quickly, while reducing the youth's frustration. However, it is still largely wasted time and money, as DJS has no programming for those youth. Incentives are an important part of any youth treatment plan or program. For this reason, pending placement youth must be made to feel that their time spent in this status is productive and ultimately in their best interest.

A 30-day Pending Placement curriculum should be developed and provided for all youth in pending placement status. This curriculum should be tied to a behavior management plan that provides youth with behavioral targets that they must obtain. When progress in both the curriculum and behavior management system are satisfactory, the length of stay in the youth's ultimate placement will be affected in his or her favor. Each per diem contract facility should

therefore be required to address how that facility would benefit youth who meet the curriculum and behavior goals. DJS could use some of its contractual leverage to ensure that this happens.

This will reduce frustration and acting-out behavior for youth who cannot manage themselves when they perceive that they are doing “dead time” that does not count toward a determination on their ultimate release date.

**Recommendation:** DJS should create a pending placement curriculum that lasts up to 30 days and set quantifiable behavior goals for all youth in pending placement status. Youths who complete this curriculum (or who are achieving satisfactory progress at the time of placement if it occurs before 30 days) will benefit by reduced treatment needs or increased status or privilege level upon arrival at their long-term placement. This can be accomplished in two ways:

- § Establish the curriculum and Behavior Management Program in all DJS facilities that hold pending placement youth.
- § Create one or more facilities that specialize in this programming for pending placement youth.

## **Overview of Detention Standards**

The Draft Standards contained in this report reflect a request from Deputy Secretary Carl Sanniti to create a set of juvenile detention center operating standards. The purpose of these standards is twofold:

- To create a draft set of standards for review by the Deputy Secretary. This will enable him to begin the process of creating policies and procedures for the operation of DJS detention predispositional and pending placement facilities.
- To create a draft set of standards that will be the basis for a new audit process as outlined in Chapter 9 of the report.

This document reflects the merging of Detention Standards from the following:

- Florida Department of Juvenile Justice Quality Assurance Standards for Juvenile Detention (FLA)
- Performance Based Standards for Youth Correction and Detention Facilities/Council of Juvenile Correctional Administrators
- American Correctional Association’s Standards for Juvenile Detention (ACA)
- Maryland Standards for Juvenile Detention Facilities (MDJJ)
- Code of Maryland Regulations (COMAR)
- Virginia Board of Juvenile Justice Standards (VBJJ)
- Virginia Standards for the Regulation of Residential Facilities (VID)



See **Appendix D** for Draft Detention Standards.

## **FOCUS GROUP FINDINGS ON DETENTION, SHELTER, AND PENDING PLACEMENTS**

Focus group discussions of detention and detention alternatives centered on the overuse of detention, barriers to keeping kids out of detention, and barriers to quality services in detention.

### **Barriers to Detention Alternatives**

Most focus group participants believed that, despite recent organizational and political pressures to keep kids out of detention, detention was still being used too often because of significant barriers to using alternatives and finding placements for kids. These barriers included availability/access issues, process issues, and vendor refusal to provide services.

One barrier is the availability of and access to alternatives to detention. Most agreed that there were not enough shelter care or evening/day reporting options and, for some areas, the distance to shelters was prohibitive. “We can’t put more in [detention alternatives] if we don’t have enough to begin with,” said one respondent.

Another barrier is the process involved in placing kids or getting them into detention alternatives. Detention was viewed as easy to access because it is court enforced/required and because there are “fewer hoops to jump through.” In contrast, the process of getting a bed in shelter care is more involved: “you don’t need data to get a kid into detention, but shelter care wants every piece of information on the kid that we don’t even have yet.”

The most commonly cited reason for having too many kids in detention was that vendors are permitted to “pick and choose who they serve.” Thus many kids are left sitting in detention waiting for a placement. This was especially true for those kids with more serious problems and who are generally difficult to place, like those with a dual diagnosis, developmental disabilities, a history of violence, or serious mental health and/or substance abuse problems. Representatives from urban areas added that, when the service provider is in a suburban or rural location, urban kids are often rejected – even if they meet requirements on paper – because they are “city kids.” As a result of these difficulties, respondents felt that it was the kids “who need the most help who end up staying in detention because no one will take them.”

### **Barriers to Quality Care in Detention**

According to participants, the main problem with placing too many kids in detention is that detention does not meet the needs of the child, especially if the child is detained for months awaiting placement. For some kids, such as those who are homeless or come

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*V*endors are permitted to “pick and choose who they serve,” so many kids are left sitting in detention waiting for a placement.

— Focus Group Participant

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from unsafe homes and are in detention because they have no one to care for them, the issue is meeting basic needs and participants felt that these kids would be better served by tapping into community resources than by locking them up.

For kids in detention in general and especially those kids with serious behavioral, emotional, and/or developmental problems, the issue is that kids often do not receive services while in detention. Participants argued “we shouldn’t have kids sitting around and telling them they’re okay when we know they are not” because “we stack the odds against these kids from the very beginning... by the time they are in residential care, they are really sick.”

Interventions were believed to be less successful the longer the child is detained because the child is restless and/or more likely to forget what was learned through experiences before being detained. “After being in the system too long, they get fed up. I try to keep them motivated, but I understand that they wouldn’t want to be cooperative because they are sitting there and no one seems to care.”

Some participants argued that the geographic and ethnic diversity of youth in detention facilities is also a barrier to quality care. One issue is that in some cases, kids just do not get along. Gangs, for instance, interrupt service in detention because different groups need to be kept separated. Another issue has to do with putting kids of different ethnicities or from different parts of the State together in the same facility. This was most important when considering rural and urban

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*“I try to keep them motivated, but I understand that they wouldn’t want to be cooperative because they are sitting there and no one seems to care.”*

— Focus Group Participant

populations and the perception was that, because of important cultural differences, for example, the “worst kid at Carter would get his butt kicked in Baltimore, big time.”

Different standards for how crimes are dealt with also figured prominently: “it depends where you are... some judges will lock up a kid who didn’t go to school... the worst kid in one county is the best in another.” As a result, “we are sending inappropriate kids up the road” and “keeping good kids with bad kids.” This kind of situation “gives kids too much time to influence each other in negative ways” and makes it easier for the “good kid to go bad quickly.”

Issues relating to communication and collaboration between caseworkers and facilities/providers were also seen to impact the quality of care for DJS kids and the ability of staff to provide seamless care. Several participants noted that it is difficult to get information from some detention facilities on services the child has received and the child’s status. “They have information that they don’t share with others outside the facility, like intake staff and caseworkers, and we often can’t access people in the facility or they are nonresponsive to our requests.”

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*“Some judges will lock up a kid who didn’t go to school... the worst kid in one county is the best in another.”*

— Focus Group Participant

Communication with outside vendors was seen as similarly flawed, often with the result that case workers are often “out of the loop” with regard to a child’s care and that treatment plans do not always reflect what services the child has been through.

## **SUMMARY**

At first glance, Maryland appears to be in a very favorable position in terms of residential placement trends when compared with other States. As noted earlier, Maryland was ranked as the fifth-lowest total residential placement rate in the Nation) and the sixth lowest committed residential placement rate nationwide. However, a more careful examination reveals some alarming trends. For instance, the overall average daily population in predispositional placements increased by 27 percent between FY 2001 and FY 2004. While the majority of this increase may be accounted for by the increase in the use of electronic monitoring, one would expect an equivalent drop in the use of secure detention. Unfortunately, this was not the case. Instead, it remained relatively flat. It decreased between FY 2001 and FY 2002, increased again in FY 2003 and decreased in FY 2004.

One possible reason for the lack of a reduction in the use of secure detention may be net widening. A properly functioning detention alternative program takes youth who would ordinarily be placed in secure detention and places them, instead, into an alternative program. A good strategy to avoid net widening is the use of risk and needs assessment instruments for prediction/classification (e.g., detention and placement decisions) in order to avoid involving youth in the system who would not necessarily need to be in it. While Maryland DJS currently is utilizing a risk and needs instrument, it may want to review actual implementation and operation of the procedure.

Another reason for the lack of reduction may be the extraordinary number of youth in secure detention pending placement to an appropriate facility. Youth waiting for placements has been a growing problem in the DJS system over the past four fiscal years. In FY 2001, the ADP of youth waiting for placement was 129; in FY 2004, the number was 171, a 33 percent increase. However, not only has the number of youth pending placement risen, but so has the length of time in which they stay. The average length of stay (ALOS) in detention for youth pending placement was 28 days in FY 2001, 38 days in FY 2002, 40 days in FY 2003, and 36 days in FY 2004. Not surprisingly, but worthy of note, is that the length of stay in pending placement varies considerably by type of placement and offense. The type of placement that youth waited the longest for typically were: Day Treatment/In-Home/Nonresidential, Group Home, Residential Treatment Center, Therapeutic Group Home, and Treatment Foster Care. While only sex offenses consistently showed a pattern of a lengthy ALOS, it is very striking that the two “other” offenses of violation of placement and violation of probation, when combined, account for 45 percent of all youth in the 3-year sample. These two categories combined (violation of placement and probation) accounted for 46 percent of the total number of pending placement days for FY 2004.

In any event, the increasing number of youth pending placement is a serious problem. The majority of these youth are held in DJS detention facilities awaiting placement, with limited

access to programming and other treatment resources. While pending placement in detention, these youth commonly display acting out and aggressive behavior. The central question regarding the pending placement population is clearly, why is this population increasing? Is it the result of delays in court processing? Is it the result of a lack of programming options, particularly with regard to sex offenders? Is it because the youth already in residential placement are staying longer and thus creating a backlog forcing youth to languish in inappropriate and unproductive settings? While some of these questions are beyond the scope of this report, the next chapter focuses on residential and commitment placements and the programming options offered.

**Profiles of**  
**State-Owned, State-Operated**  
**and**  
**State-Owned, Privately Operated**  
**Secure Detention and Shelter Care Facilities**

## Introduction

DSG performed site visits to assess the current capabilities of existing State facilities and identify preliminary options for improving their utilization. The DSG team, including ABA and Associates, visited the following facilities:

- Baltimore City Juvenile Justice Center
- Cheltenham Youth Facilities
- Waxter Children's Center
- Maryland Youth Residential Center
- Schaefer House
- Mount Clare House
- Hickey School
- Sykesville Structured Shelter Care
- Cullen Center
- Thomas O'Farrell Center

This section contains initial profiles of the facilities that we visited during Phase 1; the DSG team—including our partner architectural, mechanical, and civil engineering firms—will complete more in-depth visits to these and all other State-owned juvenile facilities during Phase 2.

The source of the numbers served in each facility and the average length of stay was the Chapin Hall dataset. This dataset contains each juvenile justice placement in Maryland between January 1, 2000 and October 1, 2004. The “placer” dataset collapses consecutive placements (i.e., a placement starts within 3 days of when the placement preceding it ends) for a youth if the placements share the same program type and county jurisdiction. This file enables the calculation of the length of time that a youth spends in a particular type of placement.

The sources for the ADP and capacity data are the DJS FY 2002, FY 2003, and FY 2004 Daily Population Count charts. The source of the cost figures in these profiles is the FY 2002, FY 2003 and FY 2004 Placement Cost Data spreadsheets, prepared annually by DJS Office of Budget and Finance for the Office of Children, Youth and Families. Cost figures include the secure detention and pending placement populations.

## Baltimore City Juvenile Justice Center

300 North Gay Street  
Baltimore, Maryland 21202  
Baltimore City  
443-263-8163

### Facility Information

<b>Size</b>	239,000 sq. ft.
<b>Capacity '04</b>	144
<b>Year Built</b>	2004
<b>Area Served</b>	1

**Program Type (Current):** Secure Detention Center

**Population Served:** Youth, under the age of 18

**Program Description:** The Baltimore City Juvenile Justice Center is a State-owned and State-operated secure detention center serving Baltimore City. The facility can accommodate 144 youths under the age of 18.

	2004
<b>Number Served</b>	1,033
<b>ADP</b>	61
<b>Cost</b> (includes secure detention and pending placement populations)	\$8,796,825
<b>ALOS</b>	11.45

**Preliminary Condition Assessment:** The design of this 1-year old facility is more consistent with adult detention facilities. Although occupied for only one year, the facility has experienced unusually hard wear. Lighting fixtures, locks, and metal furnishings have been destroyed. Metal cots continue to be a life-threatening (suicide) feature in the rooms and the poor quality carpet is badly worn. The security

design is poor in the kitchen/dining area. School space is inadequate for full capacity operation and outdoor recreation space is inadequate. Overcrowding, staff shortages, and lack of program planning reflect inexperienced senior and mid-level management.

**Suitability Assessment:** While located in the same structure as the courts, police, and many social and probation services, the facility is not suitable for youth detention without considerable managerial reforms. Hiring protocols have had a significant effect on the facility operations. Staff training is insufficient. Managers and facility staff do not appear to be aware of best practices and all have resisted change. Managers do not seem to be familiar with direct supervision concepts even though the building was constructed for use as a direct supervision model.

### Preliminary Options:

- Restrict the population of each of the 12 units to nine detainees. This would provide an acceptable amount of dayroom floor space or square footage per person that would allow safer interaction between detainees and the two staff members assigned to each unit. This would provide an acceptable amount of dayroom floor space or square footage per person, which would allow safer interaction between detainees and the two staff members assigned to each unit. This would effectively operate Baltimore at a 108-bed capacity. If other recommendations regarding detention alternatives are implemented and the projections continue to be accurate, this capacity would meet Baltimore's projected needs for the foreseeable future.
- Replace the metal bunks with concrete slab beds.
- Provide staff with duress alarms and keys that can be attached to a belt to prevent loss or capture.

## J. DeWeese Carter Center

Scheeler Road  
Chestertown, Maryland 21620  
Kent County  
410-778-6444

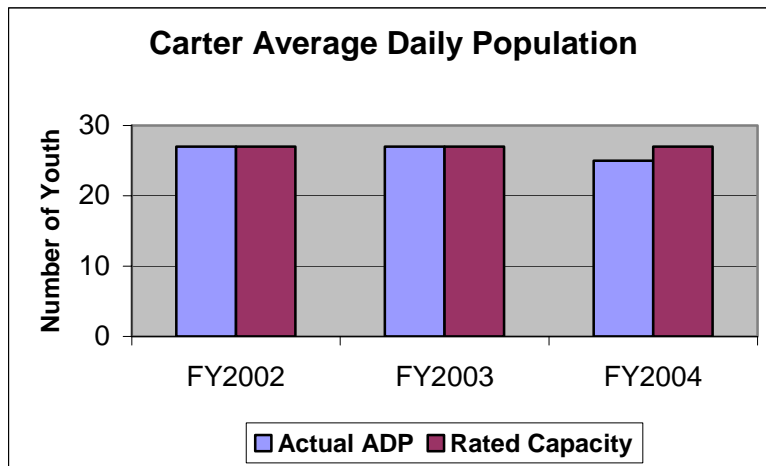
### Facility Information

<b>Size</b>	9,596 sq. ft.
<b>Capacity '04</b>	27
<b>Year Built</b>	1982
<b>Area Served</b>	4

**Program Type (Current):** Secure Detention Center

**Population Served:** Males and Females, ages 9-18

**Program Description:** The J. DeWeese Carter Center is a State-owned and -operated secure detention center for 27 youths between the ages of 9 to 18. The center provides emergency detention facilities to nine counties on the Eastern Shore.



### Preliminary Condition

Assessment: Forthcoming in Phase 2.

### Suitability Assessment:

Forthcoming in Phase 2.

### Preliminary Options:

Forthcoming in Phase 2.

	2002	2003	2004
<b>Number Served*</b>	478	407	414
<b>ADP</b>	27	27	25
<b>Rated Capacity</b>	27	27	27
<b>ALOS</b>	15.37	20.43	20.94
<b>Cost*</b>	\$1,400,899	\$1,512,212	\$1,590,483

\*Cost and number served include secure detention and pending placement populations.



## Catonsville Structured Shelter Care

6406 Valley Road  
Catonsville, Maryland 21228  
Baltimore County  
301-779-7010

Facility Information	
<b>Size</b>	2,921
<b>Capacity '04</b>	10
<b>Year Built</b>	1980
<b>Area Served</b>	2

**Program Type (Current):** Shelter Care

**Population Served:** Males, under 18 years of age

**Program Description:** Located on the grounds of the Spring Grove Hospital Center, Catonsville Structured Shelter Care is an eight-bed shelter facility for males located in the town of Catonsville in Baltimore County. It is a State-owned facility that is operated by Guide, Incorporated.

**Preliminary Condition Assessment:** The facility was reported to be in need of maintenance and capital improvement in 2001.

This facility was not visited in this phase and is forthcoming in Phase 2.

	2002	2003	2004
Number served	79	82	89
Rated Capacity	10	10	10

## Cheltenham Youth Facility

11000 Frank Tippet Road  
Cheltenham, Maryland 20623  
Prince George's County  
301-396-5000

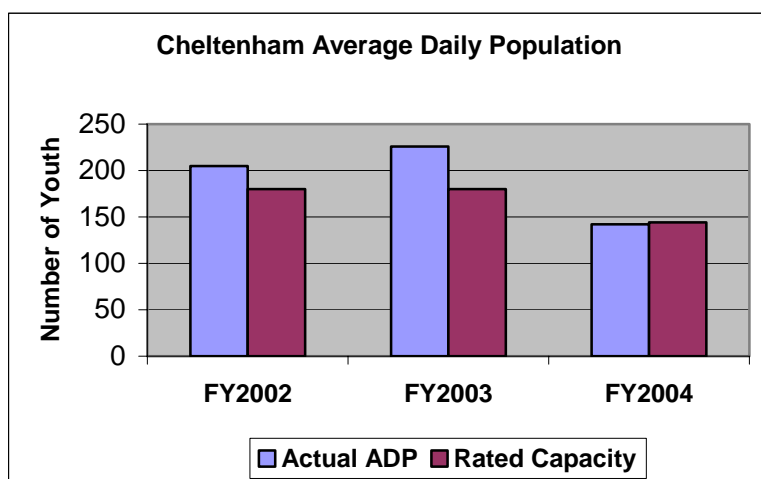
### Facility Information

<b>Size</b>	217,295 sq. ft.
<b>Capacity '04</b>	110
<b>Year Built</b>	1939-62*
<b>Area Served</b>	5

**Program Type (Current):** Secure Detention Center and Shelter Care

**Population Served:** Males, ages 12-18

**Program Description:** The Cheltenham Youth Facility consists of several cottages on a semi-rural campus, located in Prince George's County. The facility houses and cares for youth awaiting trial or court disposition from Baltimore City, Prince George's, Calvert, Charles, and St. Mary's counties. The facility also provides shelter care for youth from another program who need supervision but are not considered dangerous to themselves or others.



\*Total ADP includes all programs within the facility, including detention, pending placement, committed, and shelter care.

**Preliminary Condition Assessment:** Cheltenham is a multi-cottage campus environment enclosed by a security fence with central facilities for dining, school, and indoor recreation. The cottages, originally built during the 1950s, have been converted from family style living units to loaded corridor secure correctional units with single rooms without plumbing.

In-room urination and inadequate sight supervision are problems when youth are in the rooms. The campus has 18 aging boilers to maintain heat in poorly insulated structures. There are considerable problems with heat and air conditioning distribution. Preventive maintenance and modernization of these structures have been deferred continually.

	2002	2003	2004
<b>Actual ADP</b>	205	226	142
<b>Rated Capacity</b>	180	180	110

**Suitability Assessment:** The facility is not suitable for its current use as a detention facility for pre-dispositional and pending placement youth. Staff are spread out and therefore unable to respond to a crisis in a timely fashion.

Overall, staff distribution is wasteful and supervision of staff is difficult because of the current configuration. Almost all staff behavior occurs outside of supervisory oversight. The Shelter Home that exists outside of the facility's fence is in adequate condition despite HVAC issues, however, its current use appears to exceed the ideal capacity for the space available. The facility is not significantly engaged with the community it serves.

\* Several structures were built at different times

	2002	2003	2004
<b>Number Served</b>			
Detention*	2,374	2,931	2,136
Shelter	197	216	320
<b>ADP</b>			
Detention	120.00	140.00	76.00
Pending Plcmt	60.00	70.00	48.00
Shelter	28.00	16.00	18.00
<b>ALOS</b>			
Detention	13.50	16.56	15.00
Pending Plcmt	38.20	33.76	31.64
Shelter	22.10	22.01	18.03
<b>Cost</b>			
Detention	\$6,317,369	\$6,693,529	\$5,506,919
Pending Plcmt	\$3,158,685	\$3,346,764	\$3,477,927
Shelter	\$947,605	\$764,975	\$1,304,223

\*Number served is derived from the Chapin Hall dataset and includes secure detention and pending placement populations.

### **Preliminary Options:**

- Construct a modern detention facility, based on a design selected from model facilities nationwide, and abut it to the existing gymnasium/auditorium/school building, which is appropriate to renovate. The gymnasium/auditorium/school building has been reasonably well maintained and following renovation, it could serve a large number of clients.
- Renovate an existing cottage to serve as a group home or as a minimum/medium security facility and remove perimeter fence.
- Upgrade the kitchen facility to provide offsite food production and delivery to all programs located on the campus.

## Charles H. Hickey Jr. School

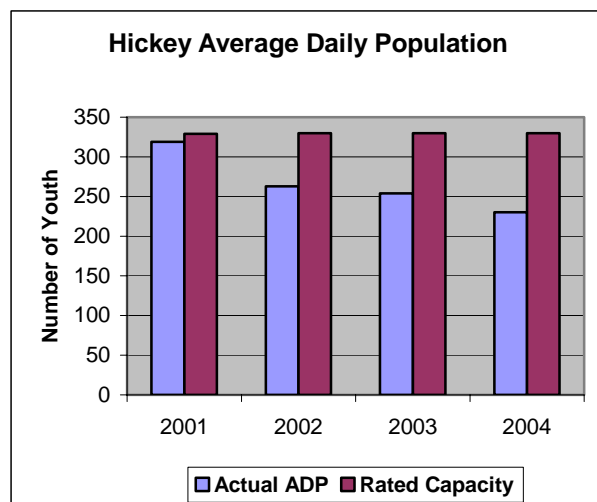
2400 Cub Hill Road  
Baltimore, Maryland 21234  
Baltimore County  
410-668-3300

Facility Information	
<b>Size</b>	336,537 sq. ft.
<b>Capacity '04</b>	330
<b>Year Built</b>	1929 -1980*
<b>Area Served</b>	2

**Program Type (Current):** Secure Detention, Commitment, Privately-Operated Sex Offender Treatment

**Population Served:** Males, ages 15-17

**Program Description:** The Charles H. Hickey Jr. School is a State-owned and -operated facility for males between the ages of 15 and 17 from across Maryland. For youth awaiting trial, the Hickey School is a detention center. For young people committed by the court, it is a training school. Short-term commitment is provided for less serious offenses and longer incarceration for more serious or multiple offenses. From September 1991 to April 2004, private firms under contract with the Department of Juvenile Services ran the school. In April 2004, the Department resumed operation of the school.



	2001	2002	2003	2004
<b>Actual Total ADP (for all populations combined)</b>	318	263	254	230
<b>Rated Capacity</b>	329	330	330	330

**Preliminary Condition Assessment:** This facility has a plethora of problems. According to the maintenance staff, Baltimore County Building Inspectors have said that there are so many problems with the facility's buildings that it was "not worth writing them up." Based on a cursory inspection of the buildings at Hickey, major problems exist. There are problems with boilers, plumbing, and the electrical and telephone systems. There are water leaks, mold problems, and termite infestations in several buildings. Secure sleeping rooms do not have plumbing resulting in frequent

urination in the rooms. The Pratt campus within Hickey is staff secured while the Fletcher campus is secured by a fence and gatehouse.

The walls in the gym on the Fletcher Campus have serious cracks and appear to be buckling. There is exterior water damage

from a pipe draining against that building. Other buildings have damaged or disconnected rainwater drains that are causing interior water damage. The paved parking lot is too small for the number of personnel that work in the facility, forcing the overflow to park their cars along the muddy shoulder of the access road. Also on the Fletcher Campus, a tree has taken root in the clogged gutter of the classroom building.

\* Several structures were built at different times.

**Suitability Assessment:** Almost all of the facility is beyond repair with the exception of the gymnasium/swimming pool complex. The gymnasium is the only building that may be salvageable in a capital renovation and construction effort. Numerous buildings are not well insulated and some of them contain energy-inefficient, outdated HVAC systems. Overall, the facility is not suitable for pre-dispositional detention because its units are cottages. The staff is spread out over the facility's large campus, which places them out of sight and sound communication with other staff and supervisors and makes staff supervision and coordination difficult. The campus as currently configured is not suitable for housing committed youth.

	2002	2003	2004
<b>Number Served</b> (Detention and Pending Placement)	1,349	1,205	999
<b>ALOS</b>	49.43	52.74	61.05
<b>Cost</b>	\$6,433,823	\$7,100,507	\$6,173,372

More analysis is required to assess what alterations could be made to allow committed placements to be successful.

#### **Preliminary Options:**

- Construct a modern detention facility, based on a design selected from model facilities nationwide, and abut it to the existing gymnasium/auditorium/school building.
- The gymnasium/auditorium/school building has been maintained fairly well and it could be renovated for continued use. Following renovation, it could serve a large number of clients.
- Renovate the outdated administration building and use it as a training center and focal point for DJS activity.

## Lower Eastern Shore Children's Center

405 Naylor Mill Road  
Salisbury, Maryland 21802  
Wicomico County  
(410) 546-2735

Facility Information	
<b>Size</b>	28,000 sq. ft.
<b>Capacity '04</b>	24
<b>Year Built</b>	2003
<b>Area Served</b>	4

**Program Type (Current):** Secure Detention Center

**Population Served:** Males, under 18

**Program Description:** The Lower Eastern Shore Children's Center is a State-owned and operated secure detention facility in Wicomico County. It was opened in November 2003. The facility provides detention for youths from Dorchester, Somerset, Wicomico and Worcester counties.

**Preliminary Condition Assessment:** Forthcoming in Phase 2.

**Suitability Assessment:** Forthcoming in Phase 2.

**Preliminary Options:** Forthcoming in Phase 2.

	2004
<b>Number Served</b>	105
<b>ADP</b>	9
<b>Rated Capacity</b>	24
<b>ALOS</b>	21.40
<b>Cost</b>	\$1,611,597

## Maryland Youth Residence Center

721 Woodbourne Avenue  
Baltimore, Maryland 21212  
Baltimore City  
410-433-6041

### Facility Information

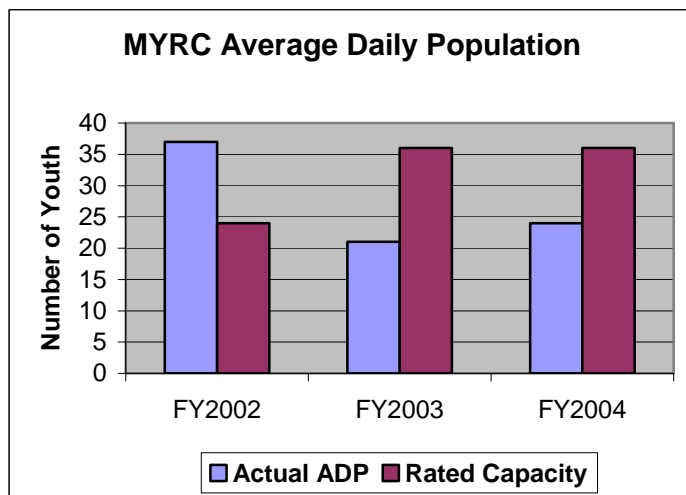
<b>Size</b>	44,000 sq. ft.
<b>Capacity '04</b>	36
<b>Year Built</b>	1921
<b>Area Served</b>	1

**Program Type (Current):** Boys Shelter Care

**Population Served:** Males, ages 12-18

**Population Exclusions:** Youth charged with violent crimes.

**Program Description:** The Maryland Youth Residence Center (MYRC) is a State-owned and operated facility converted to sheltered care in June 1994. The facility will house up to 36 boys, ages 12 to 18. Under the *Shelter Care Program*, boys who need supervision, but are not deemed dangerous, are housed here while they await a court hearing or placement in another residence. The Center provides education, recreation, medical services, and individual, group, and family counseling. The Center also houses up to 12 boys, ages 16 to 18, who attend the *Living Classroom Program*, which prepares them for employment in the maritime trades.



### Preliminary Condition Assessment:

The building is a structurally sound three-story building situated in a neighborhood of single-family dwellings. The third floor is used as office space by the community detention and electronic monitoring unit. Both the maintenance staff and superintendent have been with the program for an extended period and all know the program and building well. Window style air conditioners are used and are in dire need of replacement. There are problems with

the boiler and other plumbing problems with pipes that are behind plaster and lathe walls. The facility's bathrooms need major renovation. The elevator, which was installed before 1955, does not work. The building is not handicapped accessible and the parking lot needs to be expanded.

**Suitability Assessment:** Generally, the facility is appropriate to its current use and provides office space that would be quite expensive to replicate elsewhere. As in most DJS facilities, maintenance has been deferred and when approved, done with limited financial support. Consequently, the maintenance staff has been obliged to repair ancient electrical and mechanical systems repeatedly to keep them functioning.

	2002	2003	2004
<b>Number Served</b>	466	269	421
<b>ADP</b>	37	21	24
<b>Rated Capacity</b>	24	36	36
<b>ALOS</b>	453.67	—	—
<b>Cost</b>	\$2,407,991	\$2,385,124	\$2,803,421

- **Preliminary Options:** This facility is a valuable resource that appears to be appropriate for renovation pending a more detailed analysis. It is well located and reasonably configured for the population it serves.



## Alfred D. Noyes Children's Center

9925 Blackwell Road  
Rockville, Maryland 20850  
Montgomery County  
410-792-0865

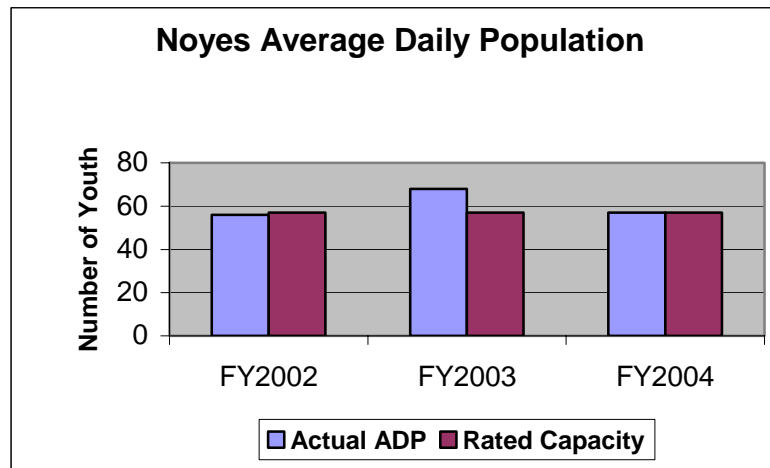
### Facility Information

<b>Size</b>	24,976 sq. ft.
<b>Capacity '04</b>	57
<b>Year Built</b>	1976
<b>Area Served</b>	3

**Program Type (Current):** Secure Detention Center

**Population Served:** Males and Females, ages 8-18

**Program Description:** The Alfred D. Noyes Children's Center is a State-owned and State-operated facility opened in September 1976. It is a secure regional detention facility for youths from Montgomery and western Maryland counties. Located in a semi-urban part of Montgomery County, it can serve 57 young people from ages 8 to 18.



### Preliminary Condition

**Assessment:** Forthcoming in Phase 2.

### Suitability Assessment:

Forthcoming in Phase 2.

### Preliminary Options:

Forthcoming in Phase 2.

	2002	2003	2004
<b>Number Served</b>	797	866	796
<b>ADP</b>	56	68	57
<b>Rated Capacity</b>	57	57	57
<b>Cost</b>	\$3,362,471	\$3,632,875	\$3,314,119

## Sykesville Group Shelter Home

7273 Cooper Dr.  
Sykesville, Maryland 21784  
Carroll County  
410-795-7361

Facility Information	
Size	2,921
Capacity '04	10
Year Built	1980
Area Served	2

**Program Type (Current):** Shelter Care

**Population Served:** Females, ages 12-18 years of age

**Program Description:** This is a 10 bed-shelter facility for females. The facility is owned by DJS but is operated by a private contractor, Sykesville Group Shelter Home, Inc. The average daily population is 6-7 and the average length of stay is 28-32 days. Girls are placed in this facility from all over the State. The program provides group and individual counseling, onsite education services, substance abuse screening, gender specific programming, sex education and medical evaluations that include gynecological examination.

**Preliminary Condition Assessment:** The facility has damage to its foundation from water draining problems.

	2002	2003	2004
Number Served	82	56	90
Rated Capacity	10	10	10

## Thomas J.S. Waxter Center

375 Red Clay Road, SW  
Laurel, Maryland 20724  
Anne Arundel County  
301-725-8211

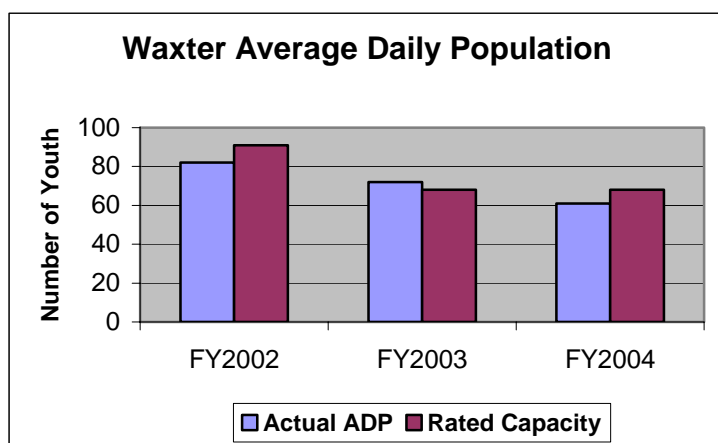
### Facility Information

<b>Size</b>	24,523 sq. ft.
<b>Capacity '04</b>	68
<b>Year Built</b>	1961
<b>Area Served</b>	5

**Program Type (Current):** Secure Detention Center, Commitment, Substance Abuse Treatment

**Population Served:** Females, ages 10-19

**Program Description:** The Thomas J.S. Waxter Center is a State-owned and -operated facility for females. Alternately known as the Young Women's Facility of Maryland at Waxter, it houses up to 68 females between the ages of 10 and 19. It also houses a program offering secure commitment for up to 28 females. The Center is located near residential and commercial developments in Anne Arundel County and it serves Anne Arundel, Baltimore, Howard, and Prince George's counties, and Baltimore City.



\*Total ADP is the total ADP from all programs within the facility.

**Preliminary Condition Assessment:** This facility, constructed in 1961, is in poor condition. Currently, only mandatory repairs are approved, so much is in need of repair or replacement. The loaded corridor design has very poor sight lines, there are no sight lines between the units, and natural light is not sufficient. Residents eat their meals in the gym.

**Suitability Assessment:** The facility is not suitable for use in its present condition. The building contains more security than required.

	2002	2003	2004
<b>Actual ADP*</b>	82	72	61
<b>Rated Capacity</b>	91	68	68

	2002	2003	2004
<b>Number Served</b>	722	749	605
<b>ADP</b>			
Detention	30	30	23
Pending Plcmnt	15	17	13
<b>Cost</b>			
Detention	\$1,777,601	\$2,254,223	\$1,959,796
Pending Plcmnt	\$888,800	\$1,277,393	\$1,107,711
<b>ALOS</b>			
Detention	13.96	15.34	14.35
Pending Plcmnt	35.48	42.12	35.83

#### **Preliminary Options:**

- Waxter should remain a female detention facility for Area 2 or Area 5 and detention for females should be provided in the seven other State detention facilities.
- Waxter should also remain a commitment facility, until a replacement facility can be built on the Hickey or Cheltenham campus.
- A secure commitment program for females can be constructed on the campus of Hickey or Cheltenham. Such a facility would have one maximum-security unit (detention facility design) and several other gender appropriate units for the remainder of the females (group home design). Locating the facility behind a fence, with a locked front door would provide security for drug treatment and other gender appropriate services.

## Western Maryland Children's Center

18420 Roxbury Road  
Hagerstown, Maryland 21740  
Washington County  
301-745-6071

Facility Information	
Size	28,900
Capacity '04	24
Year Built	2003
Area Served	3

**Program Type (Current):** Secure Detention Center

**Population Served:** Males, under 18 years of age

**Program Description:** Opened in late 2003, the Western Maryland Children's Center is a state-owned and state-operated secure detention facility designed to house up to 24 male residents (ages 18-24) from Allegany, Frederick, Garrett, and Washington counties. A condition assessment of the facility is forthcoming.

**Preliminary Condition Assessment:** Forthcoming in Phase 2.

**Suitability Assessment:** Forthcoming in Phase 2.

**Preliminary Options:** Forthcoming in Phase 2.

	2004
Number Served	112
ADP	10
Rated Capacity	24
Cost	\$2,457,822
ALOS	22.03